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EMPLOYMENT SERVICE REVIEW

In this issue

A New Beginning · Job Development and Training for Vets · Cold War GI Bill Mandate for ES Vet Service · Military Retirees · Disabled Vets From Vietnam

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EMPLOYMENT SERVICE REVIEW

JUNE 19
Vol. 3 No.

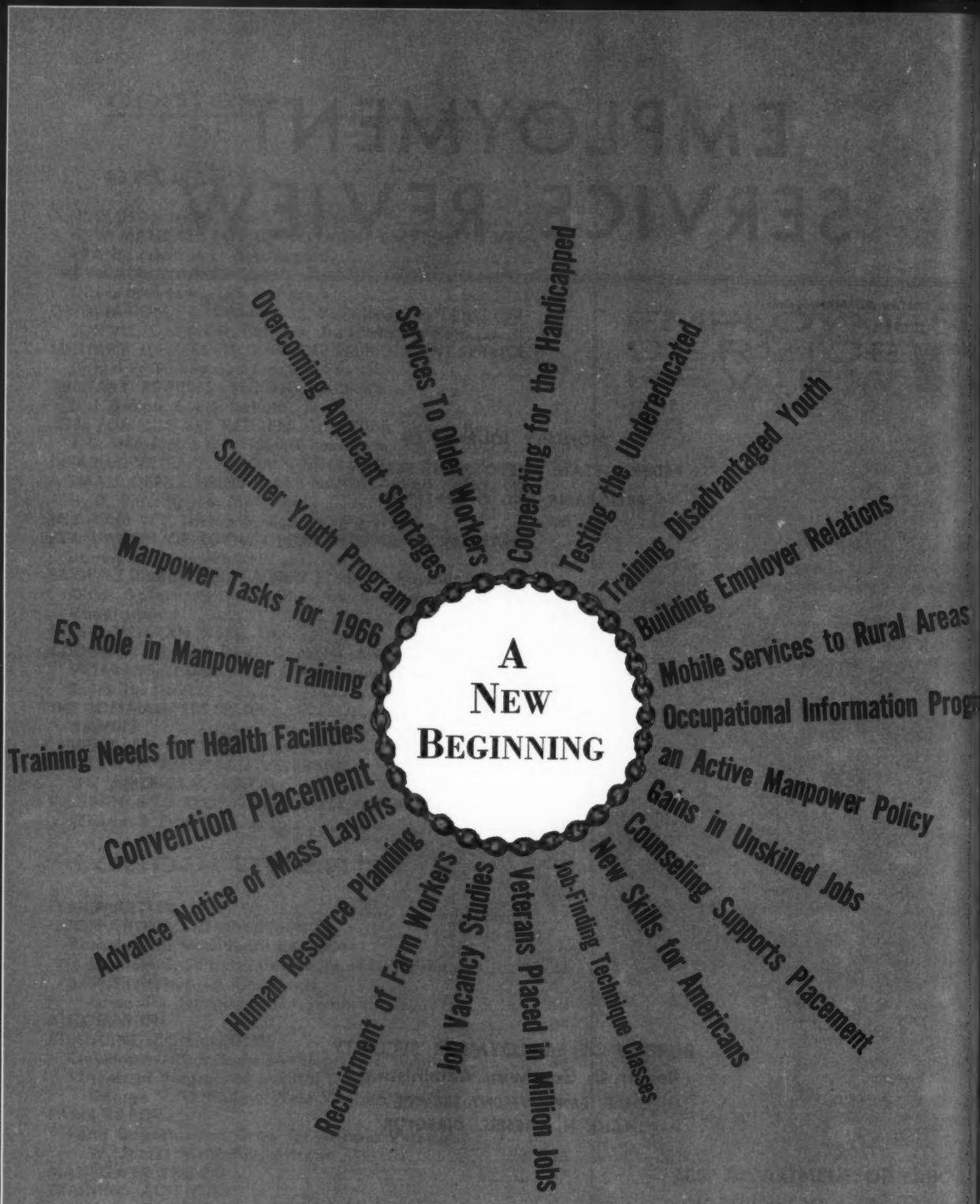
U.S. DEPARTMENT OF LABOR
W. Willard Wirtz, Secretary
MANPOWER ADMINISTRATION
Stanley H. Ruttenberg, Administrator
BUREAU OF EMPLOYMENT SECURITY
U.S. EMPLOYMENT SERVICE

EMPLOYMENT SERVICE REVIEW

ELSIE SOLTAR DORMAN, Editor

A MONTHLY JOURNAL OF
FEDERAL-STATE EMPLOYMENT SERVICE
PROGRAMS AND OPERATIONS

BUREAU OF EMPLOYMENT SECURITY
Robert C. Goodwin, Administrator
U.S. EMPLOYMENT SERVICE
FRANK H. CASSELL, DIRECTOR


A
NEW
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Cooperating for the Handicapped
Testing the Undereducated
Training Disadvantaged Youth
Building Employer Relations
Mobile Services to Rural Areas
Occupational Information Prog
an Active Manpower Policy
Gains in Unskilled Jobs
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DEPOSITED BY THE
UNITED STATES OF AMERICA

FRANK H. CASSELL
Director
U.S. Employment Service

As we embark in a joint venture to make the public Employment Service truly the Nation's major manpower agency, I should like to share a few thoughts with you. Both you and I are at a beginning. We need to know more about each other and how best we can work together toward our common goals.

One may not assume the leadership of this organization whose 30-year history is woven into the fabric of the national economic life—from peace to war, from deep depression to unprecedented prosperity—without recognizing the vast amount of experience and know-how which have gone before. Further, I suspect that the public we are serving does not understand completely what we have done in the past, what we are accomplishing now, and what we expect to do in the future; nor are they as cognizant as they should be of the vast scope of our operations and the host of services we make available to all who want or need them. I hope that I may help in spreading the "Employment Service gospel," not by self-congratulation nor for self-aggrandizement, but through broadening and deepening awareness and our concern as we work with the very human problems that are at the core of our daily tasks.

There are several things which a person who is brought into an organization must do. At the start, he has to prepare for the job ahead by learning a great deal about the environment, about things that might be relevant and useful. He has to compensate for the biases of those with whom he talks. He is always operating from a base of inadequate information. He has to learn about the strengths and weaknesses in the organization and relate these to the mission of the organization.

It is this last point which deserves most thorough consideration. Traditionally, and by law, the mission of the Service has been to speed people off the unemployment rolls into jobs. This still is a primary mission of the Service. Jobwise, it implies a simple matching of people and jobs, but it also implies that this task is simple.

Even had we remained in this primitive stage of personnel administration, we would have found that the process of matching people and jobs is far from simple, even if we have plenty of both—jobs and people. As we all know, the matching of people and jobs is a creative process which the advent of the computer will not eliminate. The computer may give us many more alternatives from which to choose and thus stretch our creative abilities. And of course, with the help of a computer, one can locate the jobs wherever they are and the people however far from the job, and match them successfully—on paper. But, we still will be faced with more difficult questions—questions which will tax our wisdom and resourcefulness, and which cannot be answered by the computer. With a rapidly advancing technology, jobs have become increasingly complex. But human beings are infinitely more complex—with skills, potentialities, needs, and aspirations combined in unlimited variations.

But long ago we moved beyond the job-person matching stage and began to determine ways to keep people from getting onto the unemployment insurance rolls in the first place. This is a beneficial move. The employer gets two opportunities to keep his unemployment insurance costs down: The remedial, getting people off unemployment insurance; and the preventative, keeping them from getting on it. As in most instances, the remedial is better understood than the preventative.

This latter, however, is precisely where the biggest changes in our society have occurred, and which makes the greatest impact upon our work and our jobs in the Service. *The revolution of our time is the decision to prevent poverty and unemployment, and to make this*

Adapted from a talk delivered at the luncheon meeting of the Washington, D.C., Chapter of IAPES, April 19, 1966.

At a meeting of the Employment Service Task Force on May 16, USES Director Frank H. Cassell (center), along with other BES and USES officials, briefed the group on current ES activities, programs, and problems. BES Administrator Robert C. Goodwin (second from right) reviewed pending legislation to amend the Wagner-Peyser Act, of particular interest to Task Force members since the Administration bill is based mainly on their recommendations.

apply to everyone. It grew out of our dissatisfaction with the obvious fact that many of our people are not sharing in the good life; that it is unwise public policy to waste human talents in unemployment and poverty; and that in a democratic society *all* people should be accorded equal opportunity, freedom to make choices, and the chance to develop and express themselves through work and in keeping with their abilities.

This social change has been accompanied by profound changes in the structure of jobs and the job mix—a proliferation of occupations requiring specialized knowledge and skill and a relative decline in the occupations needing little or no skill. In short, we are developing a society in which the chief escalator of mobility is education.

Our public and private policies have recognized this in programs ranging from preschool Head Start programs to university tutorial programs, to National Merit Scholarships, and from Jobs Corps to Neighborhood Youth Corps, to preapprentice toolmaker. All are designed to retrieve and to prevent, to encourage, and to give hope—to give everybody an opportunity to get on the escalator.

We know that whole populations have moved from the farms into the cities, compressing adjustment time to urban life tenfold; other populations are moving out of our cities to the suburbs and leaving adjustment problems behind them.

More often than not, a large potential labor supply is living in the central core of our large metropolitan areas, while many available jobs are in the outlying sections. Sometimes, those job-market intermediaries who are supposed to bring the supply and demand together are not really in touch with the worker or the employer in the sense that they understand the needs of each or how best to bring them productively together.

We have decided—and wisely, I believe—that in the process of preventing poverty and unemployment, we *must* eliminate the fragmentation of services, and bring to bear comprehensive assistance to each individual to help improve his employability. This is a job that requires careful organization and understanding of the dynamics of the community.

Meanwhile, however, all those who seek to remedy or prevent the ills of our society must work in the disorderly environment of change, which includes tensions and frustrations brought on because adapting to change is thought not to be occurring

fast enough. Often, the individual efforts of the agents of change are handicapped by the slowness or inadequacy of response of their institutions to the rapid changes taking place. The result is that new organizations spring up at the grassroots level to try their solutions to these frustrations, and in effect they challenge the capability of established organizations to renew themselves and revitalize their efforts, their methods, and even their goals in the light of new perspectives.

Can big organizations change fast enough to cope with these profound problems? The answer is an emphatic yes—with an if—*if* we have the will, the resourcefulness, flexibility, and the willingness to experiment with new forms of organization; *if* we have the personal psychological resources to see our roles changed; and *if* we have the capacity to become the affirmative instruments of change and progress.

We need, further, to devise means for not getting in the way of our people so that they can apportion their time to important things.

Our obsession with records, with long-established procedures, and with bureaucratic jurisdictions can distract the frontline people from their essential duties, and remedying this will require all of our resourcefulness.

How To Do It

How shall we readjust our sights? First, we are likely to be in a period ahead when Employment Service people in their 2,000 or more offices will begin to envision the employment function as one very important link in the chain of community education and services which increases the capacity of people for employment. Second, we shall have to come to understand that to do our work well, we must be close to the community, that we cannot be close if we are not *of it* or *with it*. We shall have to learn what it takes to create genuine outreach—in which somebody reaches back. Third, we will have to learn that though we do some things well, and could do other things better, there are some things which other people can do better than we. There is no reason to believe that specialization should not exist among the job-market intermediaries. The imperative is to effect linkage among them. Fourth, we shall have to learn that our strength does not lie in guarding anachronistic procedures and functions, but rather in sloughing them off and developing new relationships, new ways of doing things, and a more effective involvement in the total community.

The very massiveness of the task demands this. We can assume that from 1968 to 1972 the economy will be characterized by continued technological advances and changing skill demands, shifts in industry patterns and locations, and changes in the size and composition of the work force. The labor force will rise to about 93.6 million by 1975, with nearly 3 million young workers entering the job market each year.

Low Unemployment Likely

With the Administration firmly committed to establishing and maintaining a high level of employment, and with defense commitments throughout the world, there is likely to be a low level of unemployment in the immediate years ahead. As the President pointed out in his 1966 Manpower Report, "We must provide about 4,500 jobs each day—31,000 jobs each week—134,000 jobs each month." And that rate must be maintained through 1972.

This means that we must experiment with new kinds of cooperation and joint effort with the private sector where great potential benefit for large numbers of people exists; and with new or firmer relationships with groups and organizations close to where the action is.

In other words, when we use the term "outreach," we mean outreach in all directions—designed to link up the job-market intermediaries for the greatest possible benefit of the worker and the employer.

It means the opportunity for each of us personally to think of our problems in new ways and to develop leadership in these new directions. But it also means ridding ourselves of any lingering parochialism.

These are, of course, generalized goals at which we should aim in our training and education programs and through our communications media. Job counseling and placement cannot be done well unless we see the individual as a part of his environment which *we* must understand. Nor can we effect placements well and wisely if we do not understand the sociology of the plant or the office. With the concept of "referral" coming to include referral to remedial programs as well as to jobs, the whole organization of the employment office process needs to be oriented to make the greatest possible use of community resources to aid the individual in preparing for employment.

In this connection, we shall have to develop more information and data about our work that reflect these new dimensions and enable us to make the necessary management and organizational adjustments that lead to improvement.

The Tasks Ahead

Our immediate task is to establish conditions under which the good new ideas, the new programs, and the new ways of organizing to do the job are not bogged down. But we have an even larger task. We shall have to be persistent in our thinking about the big questions that cut across the many efforts in our field—questions that reach to the goals of our society—to provide the basis for effective action.

The Employment Service is a large organization, a network that spans the entire Nation. It will take everything we have at our command to make it responsive to the needs of our society. J. Douglas Brown, dean of the faculty at Princeton, has put the challenge for us this way: "It appears in the nature of human organizations that the larger they become the more their survival depends upon the implementation of humane values in their essential fabric."

I would like to think that we have that characteristic; that we are ready and willing to engage in that most rewarding of all human adventures—helping to build a better society and a better world for man.

A New Mandate for Employment Services to Veterans

EDWARD L. OMOHUNDRO

On March 3, 1966, President Johnson signed into law the Veterans' Readjustment Benefits Act, popularly known as the "Cold War GI Bill." Both Houses of Congress had passed the parent bill, S. 9, without a dissenting vote. The act confers veteran status on present and future ex-servicemen. In addition to educational and other provisions, the law extends the job counseling and placement benefits of title 38, United States Code—a responsibility of the public Employment Service—to those who served on active duty in the Armed Forces after January 31, 1955. National Guard duty, unless the Guard was federalized, or reserve duty for training purposes, does not qualify individuals for veteran status under title 38.

About 4 million ex-servicemen and ex-servicewomen who were on active duty after January 31, 1955, are now veterans under the terms of the act. In addition, the Department of Defense estimates that each year of the 1966–70 period will see at least half a million new veterans returning to civilian life. A majority of the new veterans are age 20–24 when discharged. Experience of the Unemployment Insurance Service (initial claims for UCX benefits) clearly indicates that at least 60 percent of the new veterans who reenter civilian life will register at public employment offices soon after they are discharged.

This infusion of new workers into the civilian labor

Edward L. Omohundro is Chief, Veterans Employment Service.

force comes at a time when the job-market climate is more favorable than it has been for many years. With a booming economy and proliferating skill shortages, employers are eagerly seeking workers for a wide variety of opportunities ranging over the whole spectrum of occupations and industries.

Watching over the employment services provided these veterans will keep the State and local VER's busy. The addition of this new group will drastically alter previous concepts and approaches to dealing with the employment needs of veterans. Veterans now cluster in the younger and older worker categories, since the average age of war veterans is 46 years. The new young veterans, unlike war veterans, will not be, as a group, more highly skilled and trained than other males in the work force, and they will not have the years of job experience which war veterans have built up in the years since World War II and the Korean conflict.

Since many "Cold War GI's" will have had no premilitary job experience, skills they learned in the Armed Forces will have great significance for their entry into the civilian job market. Their problems may be difficult as well as different. Many will need counseling in the area of occupational choice. Many of those who do not or cannot take advantage of the educational benefits of the new GI Bill should be carefully considered for MDTA training. Most of those who go to school under the bill will need placement assistance for part-time jobs, since the total benefit of the law's educational provisions, for a single veteran, amounts to only $100 per month. It will also be necessary to solve the problem of effectively relating military occupational experience to civilian occupations.

Cold War veterans who received injuries or wounds while on active duty will need intensive counseling and/or selective placement. As these men are released from VA or military hospitals and seek jobs, the local employment offices will be faced with the challenge of serving the first sizable group of recently disabled veterans since the end of the Korean conflict.

The mandate of the "Cold War GI Bill" calls for new emphases in the public Employment Service, including the following:

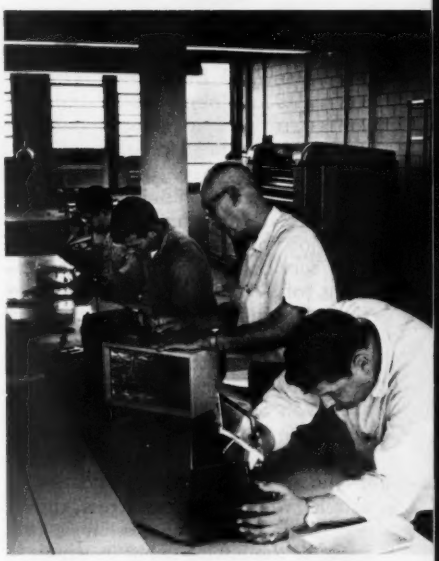
1. Assigning full-time local veterans employment representatives to more local offices, and increasing the time allocation which many other LVER's can devote to the increased volume of veteran applicants.

2. Formal, inservice training of all local VER's is imperative for fiscal year 1967. This training could be either a series of intrastate district meetings or one statewide meeting. Problem areas that should be discussed at the training meetings are: The unique employment needs of the new veterans, including those who are handicapped; relating military skills to civilian occupations; preferential selection and referral to MDTA training; and the workaday techniques of providing functional supervision in the local offices.

3. Counseling and job development activities for veterans will necessarily increase. Employer relations activity should include definite plans to inform employers of this source of worker supply. There is need for reserving a greater portion of employment counselors' time for all veterans, including the "Cold War GI's." The last 3 years have seen a marked decline in the number of initial counseling interviews for veterans as well as in the proportion of veteran new applicants who were counseled in the local public employment offices.

Each of the major veterans' organizations—the American Legion, the Veterans of Foreign Wars, the Disabled American Veterans, and AMVETS—passed resolutions at their latest national conventions which called upon the public Employment Service to provide the legally mandated "maximum employment services" for our Nation's veterans. If this quality of service is provided, we may be sure that the veterans' organizations will continue their active support of the State agencies and the Bureau of Employment Security.

Counseling and job development for veterans will increase.



MDTA training can help veterans prepare for the occupations of their choice.

The continuing need for draftsmen offers many opportunities for returning servicemen.

The "Cold War GI Bill"

OLIVER MEADOWS

The new GI Bill, signed into law by President Johnson on March 3, 1966, will have a major impact on the work of the Federal-State Employment Service system. Under the new law, the Nation's newest veterans will receive the same job counseling and job placement assistance and civil service preferences as the veterans of World War II and the Korean conflict. This assistance is of great importance to the new veterans. Most of them are in the age group most wanted by employers, and are at an age when career choice is of vital importance to their future.

To carry out these responsibilities in the spirit that was intended, the people who administer this third-generation GI Bill should have a full grasp of the environment in which it was created, as well as a detailed knowledge of its contents.

On February 7, 1966, after 8 years of work, the House unanimously approved a bill providing educational, loan guarantee, medical care, job counseling and placement benefits, plus civil service preference in Federal jobs, for an estimated 4 million veterans discharged since January 31, 1955. The Senate quickly concurred, also unanimously.

To qualify for benefits, an exserviceman must have served more than 180 days on active duty in the Armed Forces and have a discharge that is "other than dishonorable." The act also extends certain benefits to servicemen still in uniform, provided they have completed 2 years of service.

World Wide photos

On March 3, 1966, President Johnson signed into law the "Cold War GI Bill."

In signing the bill, the President pointed out that the first two GI Bills, the World War II law and the Korean conflict bill, had cost $21 billion. "Our economists now estimate these bills resulted in a return of some $60 billion in Federal taxes for that $21 billion invested," the President remarked.

The latest veterans benefits legislation provides that all benefits except education become effective immediately upon enactment, and set June 1 as the beginning date for the education provisions which are patterned closely after the Korean GI Bill. Veterans may attend graduate schools, universities and colleges, intermediate schools, and certain vocational and technical schools.

The first GI law provided educational and subsistence benefits estimated at more than $15 billion for 7.8 million World War II veterans, and the second bill for more than 2.4 million Korean conflict veterans.

The education and training eligibility periods ended July 25, 1956, for World War II veterans, and January 31, 1955, for Korean conflict veterans. The new law picks up at this latter date covering all veterans with subsequent service.

The new GI Bill has no terminating date, which means that its provisions will cover future veterans. Approximately 600,000 men are expected to be added to the eligible veterans rolls each year.

This far-reaching measure was designed as an aid program, which does not, however, completely subsidize the cost of a veteran's education. On the basis of the successes of the two earlier GI bills, the measure promises to pay for itself by increased Federal income taxes from better edu-

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Oliver Meadows is Staff Director, House Veterans Affairs Committee, U.S. Congress.

cated, higher salaried former servicemen and women.

Under the new law, eligible veterans are entitled to 1 month of college or vocational training for each month of service, up to a maximum of 36 months. Those who have already completed college became eligible for graduate study.

U.S. colleges and universities, crowded at this point by the Nation's rising population, are beginning to brace for a surge of veteran students. The number is expected to mount steadily for years.

Veterans taking full-time courses under the program, which is administered by the Veterans Administration, will receive $100 per month if they have no dependents, $125 a month with one dependent, and $150 a month with more than one dependent. There is no direct payment for books and tuition. Proportional rates will be paid for part-time courses. Income of the veterans from other sources will not be considered.

Although the new law provides no deadline for entering school, veterans will have 8 years from the date of their last discharge from active service to complete schooling. However, the first cutoff date will be May 31, 1974.

The loan guarantee provisions, also administered by the Veterans Administration, make veterans with more than 180 days of active duty eligible for VA guaranteed home or farm loans. It also provides VA direct loans in areas where such loans are authorized.

Veterans will have until 10 years after the date of their last discharge, plus 1 year additional for each 3 months of active service, to apply for loans. The maximum deadline is 20 years after the date of discharge from qualifying service. The law gives the VA Administrator authority to set the mortgage loan interest rate at the same level as that of the Federal Housing Administration.

The new bill also provides medical benefits. Veterans who have served the required period after January 31, 1955, became eligible for admission to VA hospitals on the same basis as wartime veterans under these priorities:

First, veterans with service-connected disabilities have top priority; second, veterans with service-connected disabilities who are seeking treatment for some other ailment will be admitted as beds are available; third, veterans without service-connected disabilities may be admitted to VA hospitals if hospitalization is necessary, they are financially unable to defray costs, and beds are available.

The newest veterans' legislation also incorporates Federal civil service preference accorded veterans of World War I, World War II, the Korean conflict, and peacetime service for which a badge or service medal was authorized.

This provision is administered by the U.S. Civil Service Commission. Veterans seeking Federal employment receive a five-point preference if discharged or released under honorable conditions, with no service-connected disabilities. Veterans with service disabilities receive a 10-point bonus added to their passing score in competitive examinations in the Federal civil service.

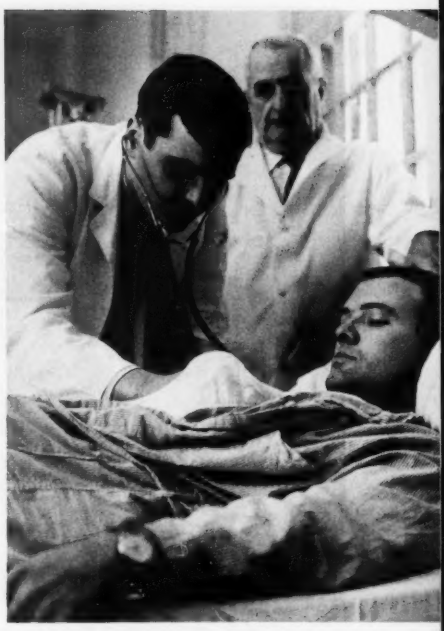
The Civil Service Commission advised veterans covered by the new legislation that it will add the points automatically to the examination scores or ratings of all applicants now on registers who qualify under the new law. Preference is being granted automatically if a veteran's application shows the necessary military service. Proof of active duty is not required until the veteran is considered for a particular job.

Applicants given the extra points will not be sent new notices showing the change in ratings. The new scores will be taken into account in filling vacancies for which the names of eligibles are furnished in the future. Notices of ratings prepared from now on will include the five-point preference where it applies.

Veterans receiving the benefits of the new law will have retention rights in reduction-in-force in addition to the preference in appointment.

The Nation's newest veterans also will receive preference in job counseling and job-finding assistance, a benefit shared by veterans of both World Wars and the Korean conflict. The

(*Continued on page 18*)



Wesley W. Foley, Jr., was the first patient admitted to the White River Junction, Vt. VA hospital—just a few hours after the new GI Bill became law.

Thomas J. Lindy, Jr., was the first veteran to be admitted to the VA Center at Hampton, Va., and one of the first to be admitted to a VA hospital under the new GI Bill.

217-645 O-66-2

Orientation Program for Retiring Military Personnel

CHARLES A. BURGESS, JR.

Major General G. S. Bowman, Jr., Commanding General of the Marine Corps Air Station in Cherry Point, N.C., welcomed the ES team to the base and addressed a group of retiring Marines who attended the special civilian employment orientation session.

A vast majority of our career military service men and women give little thought to retirement throughout their years of service. They are professionals, doing their job and doing it well. True, duties and assignments change, locations shift to various parts of the world, but always there is a job to be done waiting for them with each new assignment.

Their records have preceded them, so their capabilities are known to their new "bosses" in advance. Never does the question arise, "When I get to Fort Blank, how do I go about getting a job?" Then one day—retirement. The blouse with its chest full of ribbons is taken off, stored away, and replaced by a civilian suit. But today, retirement for this physically active, mentally alert group does not mean a long easy rest period devoted to fishing, golfing, or gardening. They soon find they want to work, not merely to supplement their retirement income, but rather to fulfill a need for self-satisfaction as a productive person. Sometimes the hardest job in the world is doing nothing.

Now, through the cooperation of the U.S. Employment Service, the Veterans Employment Service, and the Department of Defense, a meaningful orientation program is arranged for potential retirees well in advance of their anticipated retirement date. This program is set up in two phases. The first is an on-base group briefing session, held quarterly or semiannually, and conducted by an Employment Services team, for all personnel who will become eligible for retirement within the next 12 to 18 months.

Just what does a group briefing session accomplish? It certainly does not mean guaranteed employment upon retirement but it starts the service people thinking! Retirement suddenly becomes a very definite point in their future and they realize that they must begin preparing for their second career.

They are faced with the fact that a new, civilian-oriented self-appraisal must be made. Each individual needs to ask himself, What assets do I have—education, job experience, personal traits—that will potentially be of value to an employer? He needs to know the variety of civilian occupations available and the transferability of his military skills to any of these occupations. But even when these facts are determined, there is another question, How does an employer learn of my potential value to him? Being mature individuals, most retirees know that any product must be publicized. And so they also learn that a résumé can be their personal advertisement or calling card.

From the briefing session the indi-

(*Continued on page 10*)

Charles A. Burgess, Jr. is Employment Services Representative, North Carolina State Employment Security Commission.

Military Retirees Look to the Employment Service

DANIEL F. GAINEY
and FRANK T. POWELL

The need for special employment assistance to military retirees was recognized by the Department of Labor in 1956. The U.S. Employment Service designated its local office in the District of Columbia to be responsible for this assistance and to act as a clearinghouse for applications of retiring military personnel throughout the United States. By 1960, when the volume of retirements from the Armed Forces was greater than the USES–DC office could handle, units for military retirees were established in the local offices of five other cities; in 1962, two more were added.

Early in 1963, officials of the Department of Defense and the Employment Service concluded that the major existing problem was "to provide the prospective military retiree with adequate information and advice about the civilian labor area so that he could make appropriate plans prior to the actual date of retirement."

Representatives of the Department of Defense and the U.S. Employment Service together with its Veterans Employment Service set up an informal task force to develop a new program. Seven basic objectives were determined:

1. Employment assistance to retiring military personnel prior to actual date of retirement would be coordinated with and participated in by Department of Defense installation commanders and Veterans Employment Service and other public Employment Service representatives. Each would have specified responsibilities.

2. Employment assistance to retiring military personnel should be started at Armed Forces' installations prior to the date of actual retirement.

3. USES regional directors would be the initial liaison and coordinating point for Armed Forces' installation commanders.

4. State Employment Service directors would be requested to provide the necessary service to Armed

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Daniel F. Gainey, Major, USAF, Retired, is a Placement Specialist, and Frank T. Powell, Major, AUS Retired, is an Employment Service Advisor, U.S. Employment Service.

Forces' installations within their respective States.

5. A uniform program of employment assistance would be developed and furnished to State Employment Service directors for guidance in presenting local programs.

6. Armed Forces' installation commanders would be advised by the Department of Defense of certain specific actions to take in obtaining employment assistance for prospective military retirees.

7. The State Veterans Employment Representatives of the Veterans Employment Service would be informed of scheduled activities within their respective States, and would then carefully review and evaluate the statewide implementation of the program.

The program of employment assistance developed is provided to prospective military retirees in two phases.

The first consists of an oral comprehensive orientation given at the military installation 12 to 18 months prior to the scheduled retirement date or anniversary of 20 years' active service. It is given to all prospective retirees identified by the installation commander. The orientation stresses the many facets of transition to civilian life and what the military retiree should consider in seeking a second career. In addition, the orientation includes questions and considerations for which the retiree needs to develop specific answers regarding his personal qualifications and circumstances.

There is a lapse of approximately 90 days before phase II, direct employment assistance, is undertaken. During this period, the prospective military retiree is asked to develop a personal plan of desired postretirement activity. It is suggested that he consider such things as:

a. What do I want to do?

b. What am I capable of doing?

c. Do I need additional training?

d. Where do I want to live?

e. What are the employment prospects in that community?

The installation commander is responsible for determining whether the prospective retiree desires or needs further assistance from the State Employment Service.

At this point in the program, the installation commander and the Employment Service representative arrange to provide needed service on an individual basis. This direct and individual service may consist of counseling, testing, help in preparing a résumé, providing specific job-market data for a selected city, or assistance in job development in a city of the retiree's choice. This service may be given on the installation or in the local office of the Employment Service. However, in no case will job development take place prior to 120 days of the actual date of retirement.

If, at the time of retirement, the retiree has not obtained a definite employment commitment or prospect for employment, he will be given appropriate identification papers and advised to consult the veterans employment representative of the public Employment Service office in the city where he plans to locate. When he contacts the veterans employment representative, he will be served in the same way as other veteran applicants but with special attention to any problems resulting from his long absence from the civilian job market.

Under the provisions of the Manpower Development and Training Act, retired personnel whose military skills cannot be utilized in civilian jobs may be eligible to retrain for an occupation which offers good prospects for employment.

The obvious values of the retiree program include:

a. The civilian labor force and the local community gain productive members;

b. The skills, talents, and stable, mature attitudes developed as the result of intensive training and experience in the Armed Forces are effectively utilized;

c. The Nation receives a bonus on its initial investment in the military retiree by helping him become part of the employed and taxpaying labor force;

d. The retiree is able to assess his future adequately, plan accordingly, and be able to fulfill his responsibilities toward family and society on an informed basis.

Between now and 1970 we can expect about 55,800 persons to retire from the Armed Forces each year; about 80 percent will be enlisted personnel and the remainder officers. After 1970, the total retiree figure is expected to drop to about 51,000 each year and hold constant for some years after that.

The Federal-State Employment Service system must meet the employment needs of those who have devoted the first half of their working lives to the service of their country. By assisting these new civilian members of the community, the Employment Service makes a further contribution toward the Nation's goal of full employment and effective utilization of its most valuable resource—manpower.

ORIENTATION PROGRAM

(*Continued from page 8*)

vidual also learns of the second phase of this program which provides employment counseling, aptitude testing, job information on areas of interest for future retirement, and job placement assistance. He learns that there is a civilian agency, the local office of the State Employment Service, available to him with personnel who are qualified, eager, and willing to assist him as an individual to work out personal solutions. They will even assist him in preparing a résumé. Local office managers report increasing numbers of potential retirees coming into their offices asking for advice and assistance *prior* to retirement. Veterans Employment Representatives are spending portions of each week at local military or naval installations for this purpose.

Interest in this program has generated much publicity in both local and national news and informational media. The retired activities branch of the various armed services report a noticeable decrease in the amount of correspondence requesting advice and assistance in obtaining postretirement employment. A side effect has been the increasing awareness of employers that a vast source of trained manpower is becoming increasingly available. Some employers have already asked how to contact potential retirees prior to retirement.

Military Retirees' Second Careers

L. J. BALLOU

Have you ever wondered what you would do if suddenly halfway through your working life, say at the age of 40 or 45 years, you were forced to change your occupation or otherwise seek a brand new career? Most of us don't give such a possibility a serious thought unless it happens to us personally.

Some 55,000 or more military retirees must face this problem each year, and this situation will continue for years to come. To most of these men, retirement means beginning a new career, getting into civilian life and work.

Ellsworth Air Force Base, one of the principal bases of the U.S. Strategic Air Command, and the State's only discharge center, releases an estimated 300 to 400 servicemen each year.

The annual increase in the number of men and women being released from active service, the vast source of potential skills which they have acquired during 20 years of service, and the unique problems they face were studied at top levels in Washington. In late 1963, the Department of Defense and the Department of Labor, recognizing an obligation to these men, agreed upon a program that would assist the retirees to plan a more successful transition into the civilian labor force. The local State Employment Service office in Rapid City, S. Dak., was designated to carry out the cooperative employment assistance program for retirees at Ellsworth.

After several meetings, the local office Manager and Veterans Employment Representative in Rapid City, in cooperation with the Base Commander and Chief of the Personal Affairs Section at Ellsworth, put the program in operation. The program has two parts—group orientation and individual employment assistance. The comprehensive group orientation is conducted on the base 12 to 18 months prior to the scheduled retirement date. It includes up-to-date information on job-market conditions, the transferability of military skills to civilian occupations, and general problem areas which the individual may encounter in beginning a second career as a civilian. As the retirement date draws nearer, the second part of the program, involving individual career counseling, testing, job placement, and out-of-area job information on a personalized basis, is conducted on scheduled days in the local ES office.

Richard A. Marnette, who retired at Ellsworth Air Force Base in South Dakota after 21 years of active service, is now Supervisor of Employer Services in the Rapid City local ES office.

The first Phase I briefing was held at the base on October 23, 1964. A screening of military records resulted in a roster of 151 officers and airmen who were likely prospects for retirement within the next 12 to 18 months. A letter explaining the cooperative program and urging attendance at the briefing was mailed to each person on the roster.

There were 105 potential retirees at the initial meeting. A second meeting held 1 week later was attended by an additional 43 servicemen.

L. J. Ballou is Veterans Employment Representative for South Dakota.

At each meeting, the Base Chief of Personnel addressed the group briefly on the program's purpose and scope. The local Veterans Employment Representative served as chairman and gave a general briefing. Representatives from the U.S. Civil Service Commission, State Department of Veterans Affairs, and the Veterans Administration shared the platform and discussed job requirements or services and benefits due retirees. A sample personal data résumé and a California agency pamphlet, "Job Finding Techniques for Retired Military Personnel," were given to each person in attendance. A question-and-answer period concluded the program.

Charles P. Hardin, retired from Ellsworth Air Force Base after 20 years of active service, now works as an Employment Supervisor of Youth Services at the Rapid City, South Dakota, local ES office.

Six of these group meetings have been held at Ellsworth since October 1964 with attendance varying from 38 to 105.

After several group meetings, staff members from the local ES office and the Base arranged for the following changes to make the program more meaningful to retirees seeking a new career:

1. An occupational survey of potential retirees.
2. More handout material on current employment by occupations and industry as indicated in the survey.
3. Visual aids to emphasize major points of interest.
4. Participation by representatives from the Rapid City Chamber of Commerce and selected industries in the Black Hills area.
5. Program coverage by local newspapers and radio stations.

About 90 days is allowed between the group orientation and the second phase of the program so that the prospective retiree may have an opportunity to make plans with his family. In the second phase, individual assistance such as counseling and testing is given to the retirees if it is needed. Specific jobseeking assistance begins approximately 4 months before the actual retirement date.

Questionnaires completed by more than 50 retiree applicants who had recently visited the local Employment Service office and from retirees at the briefings revealed the following information:

1. Almost all planned to seek employment after retirement.
2. A majority were interested in general information regarding the job market.
3. Only a few had definite ideas about the type of work they wanted.
4. Many were interested in how their service training would fit into related civilian jobs and the types of training which might be available after discharge.

Our first occupational survey of career military personnel scheduled for retirement showed that many retirees were qualified by military training and experience in the following occupations:

Mechanical—technical: Airplane mechanic, machinist, aircraft sheet-metal worker, nuclear-weapon specialist, and electrician.

Administrative: Personnel supervisor, officeworker, and supply and clerical worker.

Medical: General administrator, medical aide, and dental specialist.

General Services: Cook, baker, security guard, and air policeman.

Based on this occupational inventory, reprints from the *Occupational Outlook Handbook* covering about 30 occupations were made available to the retirees following the last briefing in February. Copies of these reprints were retained by the counselor and local VER for reference in serving future retirees. Additional copies were placed in the Base Occupational Library for study by future retirees.

Innovations

New handout material, a visual aid (color film slides on future manpower needs), and participation of representatives from the local Chamber of Commerce and private industry were innovations which added to the effectiveness of the last briefing, held in February 1966.

A representative of the Rapid City Chamber of Commerce reviewed the history and economics of the area, stressing the business and employment potential in the projected growth of Rapid City and the Black Hills area. He invited all retirees and their wives to a forthcoming chamber banquet. Similar banquets will be held once a year, to which future retirees will be invited.

This cooperative community effort has launched a program that promises to assist hundreds of military retirees in starting their second careers in the shortest possible time.

es newsletter

RACE DESIGNATION ON JOB RECORDS

On May 18, Secretary of Labor W. Willard Wirtz announced a new policy regarding the designation of race on employment records. In a speech before the NAACP Legal Defense Fund, he revealed that the rule prohibiting racial information on application forms would no longer be in effect in the public Employment Service offices and that racial identification on employment records is required. The shift in policy was made, he said, because the Administration needs racial statistics to determine what progress is being made in eliminating discrimination.

According to the Secretary, the recording of an applicant's race is voluntary, but he will be told that the identification is purely for purposes of promoting equal employment opportunities. For those States with laws prohibiting racial identification on employment records, he said that "for the time being" these would be accepted.

ES TASK FORCE MEETING

The Secretary of Labor's Employment Service Task Force met with BES Administrator Robert C. Goodwin, USES Director Frank H. Cassell, and other USES officials on May 16. The main purpose of the meeting was to bring the Task Force up to date on Employment Service activities and to discuss the proposed legislation before the Congress to amend the Wagner-Peyser Act. The bill under consideration is S. 2974, introduced by Senator Joseph S. Clark, and now revised as a compromise with the Administration's bill, S. 3032, which stemmed primarily from recommendations made by the Task Force. In reviewing the status of the legislation, Mr. Goodwin pointed out that any opposition to the bill has come mainly from the State agencies and centers chiefly on the degree of separation between Employment Service and Unemployment Insurance offices.

Although much of the discussion involved the proposed legislation, the Task Force also explored the possibilities of computer use in ES operations; the problems of labor mobility and the need for supportive services from welfare groups in relocatee adjustment; ES coordination with community groups in effecting successful outreach; improving employer relations; and the proposed 5-year budget for ES operations as provided in the new legislation.

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HUMAN RESOURCES DEVELOPMENT PROGRAM

The last of the four pilot experimental projects on hard-core unemployment under the Department of Labor's Human Resources Development Program started in Houston in mid-April. The other projects are underway in Chicago, St. Louis, and Rochester, N.Y. The Houston project, sponsored by the city, is administered by the Texas Employment Commission and financed by the Department of Labor.

The most recent project involves a house-to-house canvas tofind the unemployed and help those willing and able to work to find jobs. It is being carried out by two anti-poverty groups--the Neighborhood Centers Association and the Houston Action for Youth. The field workers expect to talk to at least 3,600 persons and find jobs for about 900 before the project's June 30 deadline. Reports indicate that the outreach activities are meeting with success and that a great many of those reached are reporting to ES offices for counseling and placement assistance. An extensive job development drive is in progress to open up new job opportunities.

REGIONAL CONFERENCES ON YOUTH SERVICES

A series of 2-day BES biregional and triregional conferences on youth services were held during April and May in Pittsburgh, New York, Little Rock, Denver, and San Francisco.

The purpose of the conferences was to discuss problem areas in the Employment Service youth program and to propose action needed at local, State, regional, and national levels to resolve current problems. At each conference, discussion centered on the following general areas: Special youth activities, including outreach; the school program; use of volunteers, community workers, advisory councils, and the "team" concept; coordination of special resources for youth, including Job Corps, Neighborhood Youth Corps, training under the Manpower Development and Training Act and other training, the Selective Service Rehabilitant program, Community Action Program, and agencies providing supportive services; counseling and testing, including the development of new tools and techniques; and placement and employer relations, with particular emphasis on increasing coordination between local offices and the YOC's.

APGA DIVISIONAL STATUS FOR COUNSELORS

At the annual convention of the American Personnel and Guidance Association held in April, the National Employment Counseling Association, which has a membership of 621 persons doing counseling work, was granted divisional status in the Association. Most of the NECA members are ES counselors.

Jobs for Military Retirees

AL CULLITON, CLAUDE BOOKTER, J. D. SHIRES, and T. E. HASSELL

Shreveport and Alexandria, La., are proud of the Barksdale and England Air Force Bases in their areas and of the men and women stationed there. Knowing that many of these military personnel were nearing retirement and that they have skills which would be valuable in civilian life, the personnel officers of these bases contacted the Employment Service offices and asked for employment assistance.

Placement of retired military personnel through the local ES offices has developed into a scheduled, well coordinated part of the regular office services. The Shreveport and Alexandria offices enlist other agencies to assist retirees with social security problems, veteran benefits, and information on civil service openings in the local area. Employment briefings are held semiannually by the Shreveport office and quarterly by the Alexandria office.

In order to get a clearer picture of needed services, the Shreveport office developed a questionnaire to be completed by each potential retiree. It includes such questions as: Where do you consider your permanent home? Have you and your family discussed the location for your retirement prior to this meeting? Have you already decided on where you plan to retire; if so where? Have you visited the selected location or made inquiries concerning the possibilities for employment there? What, if any, type of work or training will you be interested in upon retirement? In future discussions such as this, what recommendations do you have for subjects to be covered which would assist you in deciding on your place of retirement? Summaries of the replies are provided to agencies participating in the orientation, the State Veterans Service Office, and the State ES Administrative Office.

Material developed to assist the retirees in their job searches includes pamphlets on ES services, how to prepare résumés, and how to apply for a job. In addition, slides used by the Shreveport office staff in their presentations have proved effective.

The following are examples of placements of military retirees made by the Shreveport and Alexandria offices.

Bob Mittleman has been a data processor all his adult life. He entered the service in 1941 following graduation from high school, and was put to work processing personnel records. As electronic equipment became more sophisticated, he was assigned to process electronic data reports in the intelligence section. When Bob was facing the prospect of retirement, he had some good ideas on job possibilities but was open to suggestions. At a briefing at Barksdale Air Force Base he learned that the State Employment Service could assist him in selecting a civilian occupation. After an interview and counseling in the local office, he decided that dealing with people held the most appeal for him for civilian work. The placement unit referred him to several jobs, but they did not work out. He was advised to broaden his opportunities and take the State civil service examination for employment interviewer. He did and made excellent scores.

The ES area office manager was interested in filling positions which had just opened and called Bob in for a personal interview. The manager was impressed with Bob's test scores and background and offered

Bob Mittleman

Al Culliton is the local VER and Claude Bookter and J. D. Shires are assistant VER's in the Shreveport local office; T. E. Hassell is the local VER in the Alexandria local office, Louisiana Division of Employment Security.

Warren B. Williamson

him a job in the claims department. Bob soon became a valued member of the office staff. When an opening became available in the farm labor section, Bob was promoted to technician. He quickly adjusted to this work, and his supervisor is impressed with his skill in recruiting and processing farmworkers.

Bob is active in community life in the Shreveport-Bossier area and has proved that, although the bridge into civilian life may be a rough one, it can be crossed successfully.

★ ★ ★

Varied experience in the military service, including supervision of some 60 workers in the operation and maintenance of in-flight refueling systems, weight and balancing systems, and celestian navigational systems has proved valuable to Warren Williamson, a recent retiree from the Air Force with 20 years' service. He is now a highly valued member of the staff at St. Francis Cabrini Hospital in Alexandria, La., where he is employed as maintenance engineer.

Warren came to the Employment Service shortly after his retirement for assistance in selecting and locating suitable civilian employment. In planning his second career, he and the counselor carefully reviewed his varied military experience and his outside interests and hobbies. Not only is Warren interested in electrical, plumbing, hydraulic, and welding work, but in woodworking and carpentry. He has followed this hobby for several years, building cabinets, picture frames, and bookshelves. In addition, he is very interested in automobiles. He buys, rebuilds, and sells cars besides maintaining his own. Art plays an important part in his extracurricular activities and has been one of his interests since 1958. His oils range from still lifes to landscapes.

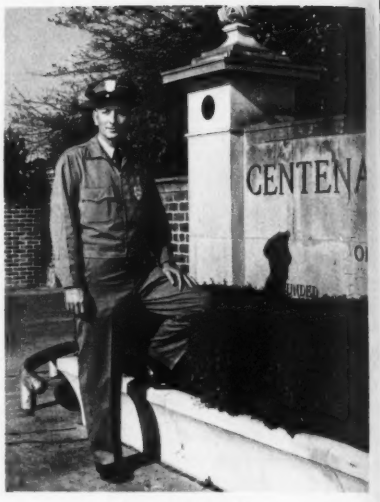
Warren was placed in a job at the very heart of keeping the hospital on the go. He is responsible for maintaining all the hospital electrical, plumbing, and heating systems, and the hospital and laundry equipment, including oxygen machines and the refrigeration system. He must maintain the three large boilers (two high and one low pressure) and related valves and centrifugal pumps in the heating and cooling system and the 450-ton airconditioning unit. He inspects the entire 138-bed hospital continuously during the day, and discovers problems and makes repairs on the spot. His supervisor and the personnel manager term Warren a very capable and cooperative worker. What more could a hospital ask of a person in such a responsibile position?

Warren is well satisfied with his work and salary and doesn't mind working nights as necessary. He feels that his diversified background and interests, particularly his flight technical experience, have been major factors in his successful pursuit of this civilian occupation. His skill in diagnosing problems is of particular importance. He likes the variety of tasks in his present work and feels that good use is made of his skills on a continuously challenging job.

★ ★ ★

It might seem to be a big step from a missile maintenance supervisor to chief security officer of a denominational college, but Chief Master Sergeant James M. Smith made the transition in record time.

Jim had had 5 years of service at Barksdale Air Force Base in Louisiana and 2 years of maintenance duty on Guam before being sent to the Grand Forks Air Force Base in North Dakota, where he was in charge of the Missile Maintenance Squadron.



James M. Smith

Because of his years at Barksdale, he had decided to return to the Bossier-Shreveport area when he retired.

Jim underwent an Employment Service retiree briefing at Grand Forks before his retirement there on August 31, 1965. He immediately returned to north Louisiana where he was interviewed, tested, and counseled in the Shreveport area office on September 13 and 14. The next day he was referred to and hired by Centenary College as its chief security officer. He began work on September 20.

This may not be a record, but the Shreveport area office is proud of the complete, fast, and efficient service it was able to give to this retiree. This is doubly true because Jim is very happy with his job.

Jim's primary duties charge him with the overall security of the Centenary College campus. His hours of duty, from 8 p.m. to 3 a.m., may seem odd to some people, but Jim is pleased with them. During these hours all college campuses must be patrolled to insure order and obedience to college regulations as well as to protect life and property.

Jim and his family are proud of this second career the Employment Service has helped him to carve out for himself.

Many injured veterans of Vietnam are treated at the Walter Reed Army Hospital in Washington, D.C.

A Preview . . .

Disabled Veterans From Vietnam

DORIS E. WOOLLEY

Although Vietnam is more than 2,000 miles from the nearest local Employment Service office, what is happening there will have an impact on the operations of local offices all over the Nation for years to come.

At present, there are about 250,000 American servicemen in Vietnam. Many of the wounded servicemen whom the Armed Forces medical services work unceasingly to save today become the disabled veterans of tomorrow whom the Employment Service is pledged to serve.

Though the science of ballistics increases the destructive power of weapons, fortunately, advances in medicine and transportation mitigate their effects. Many injuries require early treatment to save lives and limbs. In addition to new surgical techniques and new drugs, rapid evacuation, particularly by helicopter, is responsible for the survival of the wounded.

In addition to the casualties which arise directly out of actual fighting, there are always nonbattle casualties. Dr. Gilbert W. Beebe reports that in World War II among overseas forces, 79 percent of medical admissions were for disease; 13 percent for injury; and 8 percent for combat wounds. Some of the nonbattle casualty rates for specific disabilities were: respiratory, 12 percent; malaria, 11 percent; injury, 10 percent; and neuropsychiatric, 9 percent. With respect to the correlation between nonbattle attrition and combat, the most uniform and strongest relationship was the correlation between wounding and psychiatric breakdown in combat troops.

As of this writing, the Surgeon General of the Army is unable to provide any statistics on the number of servicemen wounded in the Vietnam war. Wounds are mostly from small arms, mortars, and mines. Since there is little heavy artillery or bombing, there are fewer wounds from the fragmentation-type high-explosive missile. One of the most troublesome nonbattle problems has been the appearance of a strain of falciparum malaria, a virulent tropical disease that is proving highly resistant to treatment. In connection with the announcement of a new drug said to be effective against Vietnam malaria, it was stated that in November 1965 the incidence was more than 10 percent among the troops. Young and otherwise healthy survivors of this type of malaria usually do not suffer any permanent impairment other than the tendency to recurrent at-

Doris E. Woolley is an Employment Service Advisor, U.S. Employment Service.

USA Signal photo

Dagoberto Camacho, a veteran of Vietnam, is being fitted for a new limb at the Walter Reed Army Medical Center by James W. Cloud, a prosthesis technician, who is a double amputee, himself. Mr. Cloud learned his trade through the rehabilitation program of the Virginia SES.

tacks, which are likely in any form of the disease.

What will the war in Vietnam mean to the Employment Service program for disabled veterans? Dr. Beebe states that for the entire period of World War II, the chance of being wounded was 3.4 times that of being killed, and that the odds in other wars were more than 4. Slightly more than 9,000 men have died in Vietnam from July 1965 to the end of February 1966. If Beebe's ratios are applicable to Vietnam, there already are more than 30,000 living newly wounded men expecting to return to civilian life. Some of these casualties will recover sufficiently to remain in the Armed Forces behind the lines. Many of them, however, will come back to civilian life, ill-prepared for the civilian job market and with the added disadvantage of a physical or mental handicap; for, as noted before, psychiatric casualties are connected significantly with combat wounds.

The Vietnam war is a small-arms, bullet war, a mine-laying, boobytrapping, hand-to-hand war, which is hardest on the foot soldier. From the Civil War through World War II, 65 percent or more wounds were of the extremities—meaning there will be many amputees. About 15 percent are of the head—there will be many blinded veterans. Complicating the disabled veteran situation is the fact that the average veteran of World War II is now over 45 years of age. Four times as many men went to war in that conflict as in World War I—four times as many veterans are now entering the older worker group—and the older disabled veteran is doubly handicapped.

It is significant for the Employment Service that Public Law 89–358, recently enacted veterans benefits legislation, changes the wording of the section on employment of the previous law from "Unemployment Benefits for Veterans" to "Job Counseling and Employment Placement Service for Veterans."

Cold War GI Bill

(*Continued from page 7*)

bill also puts them in the same top priority for training opportunities available under the Manpower Development and Training Act. These programs are under the auspices of the U.S. Employment Service in the Department of Labor.

The Employment Service promptly moved to make the law operational by instructing all State ES agencies to give priorities for jobs and training opportunities to the newest crop of veterans. Men who served since 1955 are thus put on equal footing with soldiers, sailors, and marines who had duty in declared wars for selection and referral to job openings.

For the new veteran job applicants, the change in status means that they will fill out salmon-colored cards in local Employment Service offices instead of white cards which indicate nonveteran status. Veterans who have registered for jobs on white cards will be required to re-register on salmon-colored cards the next time they visit the local office. Employment manuals are being revised to indicate the changes.

The reaction of the Nation to the new legislation has been interesting. Almost without exception, newspapers endorsed the program and pointed out that the education and training opportunities afforded thousands of World War II and Korean veterans have proved to be among the best investments this Nation ever made. Many predict that the new GI Bill veterans will come to college campuses and will apply themselves just as diligently and as seriously as did their World War II and Korean predecessors. They will be just as grateful for this educational opportunity, too.

As one influential newspaper put it, "If the bill works as well as the World War II and Korean measures, the $2.8 billion price tag over the next 5 years will be amply justified."

Henry L. Maynard was the first Arizona veteran to receive a certificate of eligibility for a GI home loan under the new GI Bill from Wayne A. Sanders, Manager of the Phoenix VA Regional Office.

A veteran from the VA Hospital at Perry Point, Md., meets the Employers Advisory Committee for the first time.

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One meeting with the Employers Advisory Committee took this veteran out of the hospital and into a job.

A Small Office Helps Place Handicapped Veterans

H. D. RITTENHOUSE

July 1959 was the turning point in the services rendered to the handicapped veteran by the Elkton office of the Maryland State Employment Service. On that date, the Employers Advisory Committee for Cecil County came into being. This committee, composed of approximately 50 members, represents 50 separate employing units from within the immediate job market. They meet once a month in the local ES office on a rotating basis, so any one member need not attend more than twice a year. At each meeting the committee interviews five to seven handicapped, jobless applicants whose names were taken from the files of the local office, the local Rehabilitation Representative, and the Veterans Administration Hospital located at Perry Point, Md. The committee sees only the really hard cases for whom other placement efforts have not worked. The VA Hospital serves as a source of applicants and is represented on the committee. By appearing personally before the committee, the applicants are exposed to the representatives of industry who do the actual hiring.

Each veteran from Perry Point is accompanied to the meeting by a counselor from the hosiptal, who gives the committee both personal history and medical background before the veteran meets the committee members. Many applicants are referred to the local office for further testing and counseling.

A summary of each month's meeting is mailed to all participating members for review and possible job openings. This program has done much to promote the employment of handicapped veterans and has been helpful in overcoming the objections to the mentally restored worker. Local office personnel have assisted in finding homes for the veterans who are ready to leave the hospital and have found employment.

All applicants referred to the local office by the VA Hospital are veterans who have had a neuropsychiatric problem and have been rehabilitated so that they are ready to return to the job market and become self-support-

H. D. Rittenhouse is Manager of the Elkton local office, Maryland Department of Employment Security.

ing citizens. We have allowed the hospital to present to our committee veterans who are not quite ready for release but need to be exposed to a noninstitutional situation.

The work of the committee is publicized in many ways, but one of the most effective has been the annual dinner during NEPH Week. The dinner, sponsored by the Cecil County Governors Committee and the Elkton Kiwanis Club, is attended by members of all the service clubs in the county, with a number of handicapped persons as guests. Harold Russell, who later became Chairman of the President's Committee, and Jerry Walsh, former Handicapped American of the Year, have addressed the dinners.

We have measured the success of this program not by the number of applicants placed; rather we have accepted the placements as a fringe benefit to a promotional program. The number of placements has been gratifying, however, and we have placed veterans at all skill levels. For example, we were able to place a 38-year-old veteran who had spent 19 years in VA hospitals for mental illness. He was placed first as a conveyor feeder in a cannery. At the end of the season, he was placed in another industry on a higher skilled job. A 54-year-old veteran, brought to us via the Perry Point hospital, was placed as assistant professor of English at a small college.

We believe this program has done much to educate the general public that it is good business to hire the mentally restored veteran and at the same time has been the gateway to a fuller and more meaningful life for such veterans.

The Four W's

John Kapinos, US Army Retired, is now an instructor for automobile body repair at the Cecil County Vocational Technical High School.

Robert Phillips, USN Retired (standing), is secretary to John Perkins, President of the University of Delaware.

THERON A. CONOLLY

WHEN are you retiring? WHERE do you want to go? WHAT do you want to do? WHY do you want to do that?

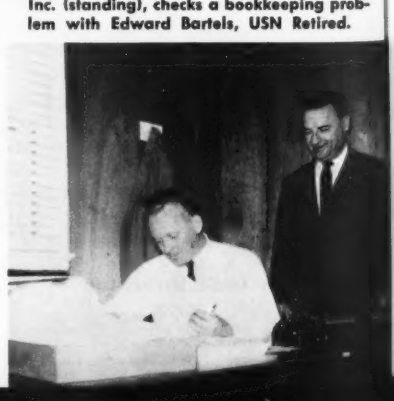
These questions are asked the last Wednesday of each month by the local VER from Elkton, Md., at the conclusion of his presentation of the retiree/retired program at the U.S. Naval Training Center in Bainbridge, Md. With the answers to these four W's, the foundation is set for a new career—the integrating of the retiree into the civilian job market. The availability of skills,

(*Continued on page 24*)

Theron A. Conolly is Veterans Employment Representative, Elkton local office, Maryland Department of Employment Security.

Robert Buckland, USN Retired, has successfully stepped from the ship's galley to the classroom of the Cecil County Vocational Technical High School as the instructor of cooking, baking, and meat cutting.

Fred Beach, President of Ordnance Products, Inc. (standing), checks a bookkeeping problem with Edward Bartels, USN Retired.



Evaluation of Local Office Service to Veterans

ROBERT FECTEAU

"Evaluating," according to Webster, means "to determine or fix the value; to examine and judge." Just how do we go about this? Do we look simply at quantity of service? Do we give consideration to quality? Do we attempt to find out whether all the services needed by a veteran were provided? Certainly a good evaluation should examine and judge all these areas.

Because the quantity of service provided can often also provide clues to quality, let us look first at this aspect of evaluations. A listing of ES–209 statistics on new applications, active file, initial counseling, nonfarm referrals, and placements will enable us to compare the quantity of veterans employment services with such services for all men applicants. We can develop ratios, such as initial counseling per 100 new applications, or placements per 100 new applications, both for the local office and for the statewide totals, and compare them for veterans and for all males. Comparisons may reveal areas for further investigation. For example, a very high ratio of veteran initial counseling may indicate that veterans are being counseled regardless of whether they need this service. A low ratio, however, may indicate that the counseling needs of veterans are not being met. Another statistical area to check comes from the ES–212, which shows the occupational categories in which veterans are being placed. Comparison of male and veteran placements by occupational category can point out if veterans are obtaining a fair share of the better paying jobs. With the statistical analysis completed, we have indications of potential areas of weakness and, just as important, areas of strength.

Robert Fecteau is State Veterans Employment Representative for Maine.

Let us now look at the next two points; namely quality and adequacy of services to veterans. One of the basic elements of good service to veterans is assuring priority in referral to job openings. Adherence to this policy can best be determined through an analysis of placement transactions as shown on employer orders. A suitable tool for this purpose is the form ES–645, Analysis of Veterans Referral Priority. From a sample of recently closed orders, we can determine if veterans are receiving first consideration for referral. By using the "Comments" column, we can note any high incidence of referrals from traffic and consequently, little use of applicant files for selection. We can check out any apparent failure to consider qualified veterans whose applications were in the active file during the life of the order. In short, if the policy of veterans referral priority is not being followed, we can point this out on a case-by-case basis.

Results of this analysis can be summarized on our evaluation outline. The summary should provide at least the following: Number of orders reviewed, number of openings represented, number of referrals of males and veterans and percentage of veteran to male referrals, number of placements of males and veterans and percentage of veteran to male placements, number of referrals made from traffic, and number of veterans who were overlooked in the call-in process.

Important as the preceding steps are, the heart of the evaluation lies in a determination of whether the full range of employment services was brought to bear in speedily returning the veteran to suitable employment. The tool used in this determination is a form which this writer devised, titled "Analysis of Service to Veteran New Applicants." In conducting this analysis, all veteran new applications taken during a specified period (usually 3 to

ANALYSIS OF SERVICE TO VETERAN NEW APPLICANTS

State_____ Date_____

Local Office_____ Period Covered_____ Prepared By_____

Name	Occupational Code	Age	Weeks Unemployed	Handicapped	Add'l. Classification	Special Services					Referred		Placed		No Service	Not Accessible			Comments
						Job Development	Initial Counseling	Testing	Ref. to Other Agency	Training Considered	Regular Job	Short Time Job	Regular Job	Short Time Job		Job Attachment	Union	Other	

6 months) are reviewed. Each application is listed on the analysis form and a tally is entered under each column denoting services provided. If judgment indicates that there was a failure to provide an additional classification or one of the five special services, a different tally symbol is used to so indicate. For States which do not have selective application taking, the columns headed "Not Accessible" would be used to record new applicants who were not available for, and did not require, any employment services. The comments section is used mainly to elaborate on any item of service needed and not provided, making it easier to discuss these later on a case-by-case basis.

A recapitulation of all the tallies on the analysis form is then made and the results posted in a section of the evaluation outline as to number of cases and percent of total cases for each item. Also computed is the average age and average duration of unemployment. Breakout figures for disabled veterans and older veterans are con-

RECAP SHEET
ANALYSIS OF SERVICE TO VETERAN NEW APPLICANTS

State _____ Date _____

Local Office _____ Period Covered _____ Prepared By _____

Page	No. of Cases	Age	Weeks Unemployed	Handicapped	Add'l. Class.		Special Services		Job Development		Init. Couns.		Testing		Ref. Oth. Agency		Training		Referred		Placed		No Service	Not Accessible		
					Assigned	Not Assigned	Provided	Not Provided	Provided	Not Provided	Provided	Not Provided	Provided	Not Provided	Provided	Not Provided	Provided	Not Provided	Regular Job	Short Time Job	Regular Job	Short Time Job		Job Attachment	Union	Other

ANALYSIS OF SERVICE TO VETERAN NEW APPLICANTS

	All Veterans				Disabled Veterans				Older Veterans			
			Service Needed and Not Given				Service Needed and Not Given				Service Needed and Not Given	
	No. of Cases	% of Total	No. of Cases	% of Total	No. of Cases	% of Total	No. of Cases	% of Total	No. of Cases	% of Total	No. of Cases	% of Total
Average Age												
Average Weeks Unemployed												
TOTAL ACCESSIBLE												
ADDITIONAL CLASSIFICATION												
SPECIAL SERVICES												
Job Development												
Initial Counseling												
Testing												
Referral to Other Agency												
Training												
REFERRALS												
Regular Job												
Short Time Job												
PLACEMENTS												
Regular Job												
Short Time Job												
NO SERVICE												
NOT ACCESSIBLE												
Job Attachment												
Union												
Other												

sidered to assure that their normally more difficult problems receive proper attention. From this section of the evaluation, we can get a complete overview of all employment services to veterans. We can quickly spot areas of strength and of weaknesses and these can be spelled out in accompanying comments.

We now have a fairly comprehensive view of service to veterans in the local office. We can readily see in what areas the service is good and those areas where improvement appears to be desirable. This brings us to our next step, that of discussing the evaluation findings with the manager and the local Veterans Employment Representative. In many cases because the evaluation covers the whole gamut of employment services, it may be desirable also to bring in the Older Worker Specialist or other staff members, such as those responsible for services to the handicapped. We frequently find that if an evaluation points out a weakness in one area of employment services to veterans, this same weakness may exist in such services to all other applicants.

In our evaluation discussion conference, we consider the statistical picture presented in our first evaluation step. These can be discussed in terms of good points and potentially weak areas, insofar as quantity of service rendered is concerned, and they may also provide advance notice of points made later in our findings.

We can then proceed to a discussion of that basic element of service to veterans, priority in referral. Our analysis summary points up the proportions of veteran to male referrals and placements, and these can be compared to the veteran content in both the male new application load and the active file. We can point out, on a case-by-case basis, instances in which nonveterans were referred when qualified veterans were available. If our summary indicates a high incidence of referrals from traffic, we point out that veterans referral priority cannot be made effective under this method of operation, and that other applicants in the active file also are failing to get placement exposure. We should also give recognition to results which reveal that an office is following both the letter and spirit of the policy of veterans referral priority.

Another part of our discussion should deal with the results of our analysis of services to veteran new applicants. Here we can focus our attention on each area of service. What about additional occupational classifications? Is there a good percentage of the cases in which these are assigned? Is there a failure to assign them when apparently warranted, and does this constitute a weakness in service or simply an isolated case or two? Some specific examples can well be examined to contribute to the discussion.

In our evaluation, we have also studied the adequacy of special services, and these should be discussed as to strength or weakness. Is a good job development effort evident? Are counseling cases being recognized as such, and is this service being provided? Is there a particular type of case being consistently overlooked? Are tests being used appropriately? How well are we using the services of other agencies? Are we referring to them veterans who have problems outside the scope of our services? For veterans who have no marketable skills, are we giving due consideration to manpower training courses? In completing our analysis, we made notes in the comments column and these, along with the individual application cards, can serve us well in the discussion conference.

We Aim At Placements

The end result of all our efforts is placement. Our analysis summary will show the proportions of veteran applicants referred to jobs, whether these are regular or short-time jobs, and with what placement success. Though special services are important, they should contribute to the eventual goal of a suitable job for the veteran or they may have been wasted effort. The success in placement should be an important part of our evaluation discussion, for only if we have achieved a reasonable degree of placement success, have we provided the veteran with "a maximum of opportunity in the field of gainful employment."

Our discussion will, of necessity, include suggestions to the manager on possible steps to improve weak areas. As technicians, however, with no line authority, we must be careful not to direct action but rather to offer improvement steps as suggestions. Our evaluation, when completed, will include a summary of the findings. In this summary, it is just as important to commend as it is to find fault. Recommendations for action to improve weaknesses should be made. A copy of the evaluation should be sent to the manager through the proper line channels. In this way, the line supervisor can translate recommendations into appropriate directives for action.

If we have carried out a good evaluation, had an intelligent discussion of the findings, made suitable recommendations through proper authority, we will find that services to veterans are bound to improve. As a byproduct, we will have made local office personnel more "veteran conscious." Perhaps equally important, if we have improved services to veterans, we will have improved similar services to all applicants.

THE FOUR W'S

(*Continued from page 20*)

maturity, and responsibility is made known to the one representative who is in a position to know the answer, the VER. The manner in which he does it affects and reflects on about 50,000 retirees each year. The new G.I. Bill or Veterans Readjustment Act of 1966 further increases the number of veterans who will be expecting immediate and, in many cases, promised results. The application of the VER's time, effort, knowledge of the military service, and his presentation of the far-reaching capabilities of the Employment Service, and general job market information, determine whether the impression is good or bad.

Unfortunately, a very bleak picture has been painted for the upcoming retiree by many news media including articles in military magazines and newspapers. This bleak picture has definitely NOT BEEN TRUE for those upcoming or already retired military in the Elkton, Md., area or for those who have been made aware of the Employment Service capabilities before leaving the area. Even if he accomplishes nothing else, the VER must provide realistic job market information and encourage the retiree to develop confidence in his ability to adapt to a new career and to overcome any fear of becoming a civilian. If the VER in his presentation or in later followup at the employment office fails to alleviate this fear for the retiree, then there is trouble and a disgruntled, falsely informed, misled, statistically unemployed retiree.

So what is the answer that Elkton seems to have for this bleak picture? It is a simple one: know the capabilities of the Employment Service, sell the capabilities, know the military service, sell the adaptability of this service to the civilian job market. Know your employers and their need, sell the employer your applicants available as upcoming retirees. A satisfied employer, coupled with a retiree happily placed, is the best publicity and recommendation the Employment Service can receive—and it will pay off!

To begin the presentation, the VER gives his own background and tells how the Employment Service can help the retiree find suitable employment. He discusses all general ES functions and the availability of local offices throughout the United States, advises about aptitudes testing, and gives general information about the job market, areas of retiree concentration, and wage scales. He also suggests the possibility of attending the new vocational high school in the area. For those who will leave the immediate area—Maryland, Delaware, and Pennsylvania—the VER also explains the clearance procedure and the inventory of jobs available in particular States.

Investigate Before Retirement

The prospective retiree is urged to take leave prior to retirement to contact the ES office in the area where he would like to work and to check out job opportunities. Some retirees have received definite job commitments before retirement at a salary at or above their military pay.

The job market of today needs the training, skills, and personal dependability that the military retiree can bring to his civilian career. It is the job of the VER to help him find the right job in the right place, and at the right time.

Next Month

Employment Service Professional Placement Activities

ES Gives Disabled Vet a New Start

F. RAYMOND DAVIS

James L. entered the world of work with plans for an Army career. Seven years later, loss of his right hand in World War II combat ended his Army career and forced a new occupational choice.

Self-employment as a farmer, supplemented by part-time work as a painter, was his new occupational plan. He followed this plan for several years, but it did not work well because people often were reluctant to employ a "one-handed painter." Something had to be done.

James visited the State Employment Service Office in Washington Court House, Ohio, to seek help with his problems. After receiving counseling at the local office, he chose to seek work as a farm-machinery repairman because of his interest, ability, and past experience.

James L., left, holds part of a baler in his strong left hand while Lawrence Mickle goes to work with a torch. Looking on is George Montgomery, Supervisor, Ohio SES, who handled James' training and employment.

The next hurdle was, How can a "one-handed" man with limited experience secure employment as a farm machinery repairman? The counselor suggested possible ways of gaining employer acceptance and James decided upon preparatory training.

James was enrolled in a farm machinery repairman MDTA training class at the Southern Ohio Manpower and Technical Training Center at Jackson.

His achievement in the training program was outstanding. When he completed the training, the Washington Court House ES office developed a job opening for him with the Mickle Farm Machinery Repair Co. His employer says he is "a topnotch repairman."

James L. is not the only "one-handed" man who has attained a new lease on life as a result of this Federal-State community undertaking. One other farm machinery repairman and two welders are making good in spite of the loss of one hand. Many other handicapped persons have been enabled to enter promising new fields of endeavor because of the training opportunities afforded by manpower development activities throughout the State.

The Jackson school functions primarily as an MDTA vocational training facility, offering 14 occupational choices to accommodate unemployed and underemployed persons from 21 southeastern Ohio counties currently enrolled in the school. Of the 400 only a relatively small number are handicapped.

The Ohio Bureau of Vocational Rehabilitation works closely with the Ohio State Employment Service in meeting the training needs of the handicapped. When needed, this agency provides evaluation of individual work potential, medical diagnosis and treatment, prosthetic devices, or other services that would insure the greatest possible success of the training.

F. Raymond Davis is Executive Secretary of the Ohio Governor's Committee on Employment of the Handicapped.

Hire a Veteran Week

"Jobs for the Living" was the slogan for Ohio's first Hire a Veteran Week, a statewide campaign held May 16–22, 1965, to promote jobs for veterans. The idea, conceived by Ohio's State Veterans Employment Representative, brought quick implementation and cooperation from the Ohio Employment Service, the State Bureau of Unemployment Compensation, and the four major veterans' organizations, as well as endorsement by the Governor.

Planning for the Week began early in 1965 when a committee, the State Agency Administrator, and the State Commanders of the veterans' organizations met with the Governor to outline the program. The Governor signed a proclamation designating observance of the Week and plans for promotion moved forward rapidly.

A calendar for the month of May was developed, printed in red, white, and blue with the Week blocked out by the words, "Hire a Veteran Week." This and a colorful poster to advertise the Week were mailed to employers and displayed in various public places. Other promotional materials included leaflets, brochures, and radio and TV spot announcements. All materials were assembled in attractive kits and sent to local ES office managers, supervisors, and Veterans Employment Representatives. Since May was also, by Presidential Proclamation, Senior Citizens Month, and at the time, virtually all veterans were in the older worker category, much of the promotional material for older workers was coordinated with the Week campaign.

Each Ohio city formed its own committee to carry on activities. In general, Post Commanders of veterans' organizations and County Veteran Service officers were committee members. City mayors issued proclamations, the signing of which often was done with fanfare that included color guards, uniformed veterans groups, and news photographers.

In addition to the promotional material developed at the State level, local communities used ingenuity in publicizing the Week. In Zanesville, posters were placed on all city trucks, and supermarkets placed small paper announcements of the Week in customers' grocery bags. In Mount Vernon, a 38-unit parade heralding the Week was televised by a Columbus station. Fifty organizations took part in the parade which drew a crowd of more than 2,000 spectators.

Throughout the Week, there were TV and radio interviews and discussions in many areas; flag displays by merchants, as requested in mayors' proclamations; and a wide variety of newspaper coverage that included sponsored replicas of the poster in local papers. The Chillicothe Veterans Administration Hospital joined in the campaign and many patients helped to distribute posters. The American Legion employer awards also were presented during the Week, adding to the successful newspaper coverage.

The success of the Week is revealed in local Employment Service office reports. During the Week, 1,344 veterans filed new applications for work; 2,363 veterans were referred to job openings; and 1,151 veterans were placed. Since statistics are normally kept monthly, there is no similar calendar week with which to make comparisons. However, during May, 6,070 veterans, including 650 handicapped, were placed in nonfarm jobs in Ohio by local ES offices. This was an increase of 1,698 over April's 4,372, and 870 more than in May 1964. In fact, May 1965 was the first month in 3 years that veterans placements exceeded 6,000. More handicapped veterans were placed that month than in any time in the last 3 years.

—Veterans Employment Service Staff, Ohio Bureau Unemployment Compensation.

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Chester Peterson, General Superintendent of Great Lakes Char Products Corporation, seated left, is placing the first job order for veterans during "Hire a Veteran Week." Mrs. Bonnie Lamb of the Marion Ohio local ES office is recording the employer's requirements as Jack O. Hicks, District Commander of the DAV, and Mary K. Mills, Area OSES Manager, await the opportunity to thank the employer for the job openings he has made available.

Cooperative Job Development and Training for Veterans

TRUMAN M. CHENEY and CHARLES HARDIN

The Veterans Administration Hospital in Fort Meade, S. Dak., has a large number of patients who are ready to return to their home communities, but need help in finding jobs. They are either undecided about a vocational goal or have lost contact with the job market and require help in becoming reestablished vocationally and economically. Approximately 2 years ago, representatives of the Veterans Administration and the State Employment Service laid the groundwork for the present cooperative program aimed at the counseling, training, employment, and followup needs of the patients.

A basic part of this cooperative effort is the industrial therapy in-hospital work program for patients who are assigned to group work or to individual jobs. A more advanced in-hospital plan is the therapeutic incentive program with pay and specified hours, which trains patients for specific jobs. These two in-hospital on-the-job training programs are part of the Physical Medicine and Rehabilitation Service.

Referrals to industrial therapy, incentive therapy, and the counseling psychologist are made by the ward team consisting of the psychiatrist, psychologist, social worker, nurses, nursing aides, and a representative from industrial therapy. If the patient does well in the industrial therapy program but needs to develop his work skills further, he may be referred by the supervisor and ward team to the Vocational Rehabilitation Committee. Either prior to or soon after the committee has approved incentive training for the patient, he may be referred to the counseling psychologist for an interview and scheduled for testing by the GENERAL APTITUDE TEST BATTERY and the Kuder Preference Record. Testing and test interpretation are scheduled alternately and are conducted by the veterans employment representative from the local ES office when he visits the hospital 1 day a week. The VER also helps patients interested in getting jobs to complete applications and gives them information about jobs and about unemployment insurance. If testing and counseling result in a new occupational objective, the patient is placed in a closely related type of job by the supervisor of the incentive therapy program. In addition to these training programs, patients who seem to need supervision for a time are placed on a job under the Night Hospital Program; they work on an outside job during the day but return to the hospital for the night.

When the patient has completed one or all of these training programs, he is ready for job development. Here he works with both the counseling psychologist and the veterans employment representative who find job opportunities for him by means of phone calls, advertisements, Employment Service job inventory lists, State clearance lists, and specific job development with employers. If the patient's condition warrants, he is often given an introduction card so that he may personally contact employers who may have job openings. Selected patients are also taken to visit prospective employers at least once each week. If the patient is qualified and motivated for training, as determined by interviewing, testing, and counseling, plans are made with the Federal Vocational Rehabilitation and Education Service, the Manpower Development and Training Agent at the ES office, or the State Vocational Rehabilitation agency in order to get him started on developing his skills. The training may be taken in colleges or technical schools, through correspondence courses, or on the job. No patient is referred to a job or to training unless he is cleared finally by the ward psychiatrist.

In job-finding efforts for the patient, his problems are described in such terms as anxiety, stress, nervousness, and depression, but no technical psychiatric diagnosis is ever given to the employer. The employer is also told whether the patient is on medication and whom to call if there is poor behavior or poor job performance by the worker. The employer is also told that he will be contacted by the veterans employment representative and by the social worker for followup.

In the past 2 years, patients have entered 322 jobs or training programs in 70 different kinds of jobs, ranging from dishwasher and laborer to engineer and college professor. Over 200 of these patients have taken the GENERAL APTITUDE TEST BATTERY and the Kuder Preference Record as aids to the selection of a training objective. Eighteen patients were placed with one employer and 29 were placed in farmwork. Jobs or training have been obtained as far away as Omaha, Nebr., and Newark,

(*Continued on page 62*)

Dr. Cheney is a Counseling Psychologist at the Fort Meade VA Hospital. Charles Hardin is an Employment Counselor at the Rapid City local office, South Dakota Employment Service.

A Team Approach . . .

Planning For Vocational Education

KENNETH E. SHIBATA

Working together, the Nebraska State Department of Education, University of Nebraska, and the State Employment Service have teamed up to tackle one of the most pressing needs of our time—developing the local occupational information required by the Vocational Education Act of 1963.

In providing for the expansion and updating of vocational education, Congress saw the need to increase and broaden the data available on occupational requirements in order to gear vocational and technical education opportunities more realistically to the needs of the job market. Passage of the Vocational Education Act of 1963 caused public schools across the Nation to take a "new look" at curriculum planning and to develop from data and information available the kinds of programs that are based on the needs of local communities and State and regional areas in terms of available opportunities in the world of work. In other words, "People should be taught and trained for jobs in which there might be reasonable expectation of employment."

Dr. Kenneth E. Shibata is Operations Director and Coordinator, Nebraska Research Coordinating Unit, University of Nebraska.

Prior legislation had already mandated the type of relationship that possibly should have existed between the Employment Security Division—an agency that has worked for many years in determining job-market needs, projections, unemployment rates, etc.—and educators long ago. The Area Redevelopment Act of 1961 and then the Manpower Development and Training Act of 1962 provided for a working relationship between the Department of Labor and Department of Education. Basically, the Department of Labor selected and placed the trainees and the Department of Education was responsible for the training. During this period, educators working with the program realized fully that the Employment Service Division had a wealth of information and provided service which should influence educational programs.

The Vocational Education Act, the Economic Opportunity Act, and more recently the Elementary and Secondary Education Act of 1965, have become important factors in the daily activities of the school administrator. The Vocational Education Act provided for the same type of cooperation between the Department of Labor and the Department of Education as the MDTA. Occupational information became most important among the needs facing the vocational education administrator concerned with planning.

Section 4(c) of the Vocational Education Act of 1963 authorized grants for research into the special vocational education needs of youth, particularly those in economically

(*Continued on page 46*)

The team—left to right: Wayne G. Schroeder, Occupational Research Analyst, Research Coordinating Unit, University of Nebraska; Mark A. Seamark, Director, Nebraska State Division of Employment; Floyd Miller, State Commissioner of Education; and Kenneth R. Shibata, Operations Director and Coordinator, Research Coordinating Unit, University of Nebraska.

Skill Shortages —A Challenge!

EDWARD J. FINEGAN

For some time, we have been witnessing a shrinking supply of applicants. Nearly all local offices have an imbalance between job orders and applicants qualified to fill them. These shortages have by no means eliminated unemployment. Local offices continue to have sizable application files of available workers, but they do not fit into the demands of the job market.

In large measure, the skilled trades shortages today are a result of failure to train sufficient apprentices in previous years. Metalworking, the largest industry in Pennsylvania in terms of employment, for example, has substantial shortages. The Bureau of Apprenticeship and Training is assisting employers to set up apprenticeship programs or modernize old ones.

Low-wage employers are experiencing difficulty in finding applicants to fill their needs, and must now turn to applicant sources where the unemployment rate is still relatively high.

Some firms have relaxed their requirements, and others are being encouraged to do likewise. Where qualified or trained applicants are not available, employers are urged to consider restructuring their work force or job composition to allow for use of entry workers or less qualified applicants.

Faced with this situation, we the Employment Service, have a challenge. We owe it to employers, to workers, to the community—and to ourselves—to make an all-out effort. This means recruiting and training. It also means better interviewing to determine the full scope of an individual's qualifications. It means getting better, more accurate job information from employers.

Since there are shortages of not only skilled but also some unskilled workers, what else are we doing to meet the demands of the employer? It is logical to turn to sources outside the local community for workers.

This is nothing more than two or more offices combining efforts to secure needed workers for the employer. It is simple and effective if properly used, and it is the technique which gives the nationwide network of some 2,000 Employment Service offices real meaning. But it is frequently misunderstood.

Local offices realize that the skill shortages they encounter may well be in short supply elsewhere. Some skill shortages are communitywide, some statewide, others industrywide, and still others nationwide. Obviously, placing an order in interarea recruitment does not mean that it will automatically be filled by another office. Acceptance of this fact is reason neither for a local office to refrain from placing orders in clearance nor for another office to neglect making an effort to fill the clearance orders it receives.

Interarea recruitment is teamwork! It is a unique and distinctive service of the public Employment Service. Our present economy, the increasing mobility of workers, the trend toward rapidly changing job structures—all combine to emphasize the importance of full utilization of this procedure. For a local office to be certain that it is making the maximum effort to serve both employers and job applicants, the office must be able to show positive clearance action—orders placed in clearance by the office and efforts made to refer applicants on clearance orders received.

Since we have orders we cannot fill because we do not have applicants, we must engage in intensive and extensive recruiting activities.

All communications media are being used. Interviewers are recruiting through applicants in the office. If the applicant is not qualified, maybe he knows someone who is—a brother, parent, sister, friend, or neighbor. Recruiting booths are being established at shopping centers. Mobile trailers are being used to visit outlying areas in order to register additional applicants. This type of recruitment usually brings in housewives and persons looking for part-time employment. Where there is a possibility of finding a person looking for work, every avenue is being explored.

The communities are being thoroughly informed of the job openings available. Selected local office personnel are booked to speak before service clubs, professional organizations, and societies. Trade organizations, chambers of commerce, employer groups, and personnel associations are aiding in this program.

It is not an easy road ahead. We have met the challenge before and will again if we master all efforts toward performing that one thing—SERVICE.

Edward J. Finegan is Head, Employer Relations, Placement Services Division, Pennsylvania Bureau of Employment Security.

Ralph E. Hall

AMVETS

Since World War II, the Federal Government has engaged in providing dynamic employment services to veterans. AMVETS has a keen appreciation of the record of the past performances of the Employment Security Program of the Department of Labor. Our confidence in the program grows each day as we observe firsthand the remarkable accomplishments of this program.

AMVETS believes that no returned serviceman should be without employment opportunities. Our organization believes that gainful employment is a most cherished possession—indeed, the American way of life. Experience has proved that the Employment Security Program of the Department of Labor is meeting the new challenges of today—automation, population migration, retraining, returning war veterans, etc.

The "Cold War GI Bill," recent benefit legislation for those who served subsequent to January 1955 and for those who are currently serving, is designed to assist these veterans and make them feel secure in the knowledge that their Government is accepting primary responsibility in fulfilling the employment needs of returning veterans.

AMVETS knows from experience that the problems of assuring full employment are not easy to solve. The Department of Labor is excelling in this task because of the devotion and dedication of its staff of specialized technicians. AMVETS pledges its support to the mission of the U.S. Department of Labor's Veterans Employment Service and expresses its profound confidence and appreciation for a job well done.

Andy Borg

Veterans of Foreign Wars

The new generation of veterans emerging from the war in Vietnam will come back home with one thought uppermost—a good job. This has been the primary concern of veterans of every war and the various readjustment acts of Congress have sought, in several ways, to help them find good-paying jobs that utilize their maximum skills.

One of the most important agencies for accomplishing this goal is the Veterans Employment Service of the U.S. Employment Service. Under the new GI Bill passed in March 1966, the new veterans have become eligible for preferential treatment in their local public employment offices. They will find, as did we veterans of earlier wars, that the Veterans Employment Service is ready with highly trained, dedicated personnel in each State to help every veteran who has an employment problem.

Today the average veteran in the American labor force earns nearly $2,000 more per year than the average nonveteran. At least part of the credit for this fine record goes to the Veterans Employment Service, and I am grateful for the opportunity of pledging it our continued support.

The Comman

Claude L. Callegary

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The Disabled American Veterans has
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We are grateful for the assistance of the
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Disabled American Veterans

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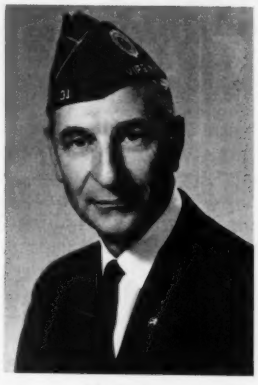
rehabilitating severely disabled veterans could
e support and splendid efforts of the Veterans
ted in each State of the United States.

Once again, we must look to the Veterans Employment Service to assist us in the rehabilitation of the Vietnam veteran. Our organization has vigorously supported legislation that will give the Vietnam veteran the same benefits as are provided by law for all war disabled veterans.

We are particularly proud of our efforts in obtaining passage of the so called "Cold War GI Bill."

We in the Disabled American Veterans will continue to pursue the objectives of employment and, where necessary, the reemployment of disabled veterans, and we look forward to the continuous harmonious relationship with the Veterans Employment Service.

The American Legion



L. Eldon James

A major problem faced by returning veterans of all wars is that of suitable and gainful employment upon the completion of military service.

The American Legion's Employment Program, under jurisdiction of the National Economic Commission in cooperation with the Department of Labor, has been developed to assure that each veteran will receive a maximum of opportunity in the field of gainful employment.

It is a broad program, designed to be of full service to all veterans, which includes activities in the interest of employment of disabled veterans, employer relations, on-the-job training, promotion of the employment of older workers, selective placement, and counseling.

The American Legion supported the recently enacted "Cold War GI Bill," which, among other things, extends job counseling and employment placement assistance to veterans who served on active duty at any time after January 31, 1955. Some 4 million veterans are presently included in this new category. Additionally, it is estimated that 55,000 military retirees and 400,000 "Cold War" veterans will be separated from the armed services each year beginning in 1967.

The young Vietnam veteran, having had little or no employment experience, and the military retiree in the 40 to 45 age group—an older worker, seeking a second career in civilian employment—will be presenting new problems in the field of employment.

The American Legion and the public Employment Service accept this challenge, along with the continued problems faced daily in conjunction with World War I, World War II, and Korean conflict veterans who are reaching an age which aggravates their employment problems.

We are pleased with the excellent manner in which the Veterans Employment Service and the State Employment Service agencies have discharged their responsibilities in the placement of some 25 million veterans in the past two decades. We are confident that they will meet their new responsibilities under the "Cold War GI Bill."

The American Legion deeply appreciates the immeasurable support these operating agencies have given its employment programs throughout the country and looks forward to a continued spirit of cooperation in mutual interest for the welfare of all veterans seeking employment counseling and placement assistance.

Insurance To Protect Migrant Workers

WILLIAM S. FRANK

A row of trees beside the right-of-way hid the place where a narrow country road crossed the railroad tracks. It was here, early on an evening in February 1966, that 18 young farmworkers died and 15 others were seriously injured when a a freight engine hit the bus in which they were riding and dragged it 400 feet down the tracks.

These farmworkers were on their way to the camp, where many of them lived with their families, when fate took a hand and turned an ordinary day into a tragic nightmare. Rescue workers had trouble removing the dead and injured from the wrecked and overturned bus. Helicopters flew doctors and nurses to the scene and removed the worst of the injured.

Investigators began the job of trying to find out how the accident happened. One question which had to be answered was whether the bus had been operated by a farm labor contractor subject to the Farm Labor Contractor Registration Act (FLCRA). If so, because of the automobile insurance provisions of the act, there would at least be some compensation for the families of the deceased, and there would be money to pay for the medical treatment of the injured. In this case, although the workers had been recruited directly by the farmer operating the bus so as to preclude application of the FLCRA, the employer had insured the workers and, hopefully, the insurance would be sufficient to cover part of the financial loss.

Few farm labor contractors protect migrant workers with insurance against this sort of tragedy as did this employer. One of the primary purposes of the FLCRA is to remedy this situation. Importance of insurance to the crew leader, the migrant worker, and to the community is evidenced by this kind of tragedy, but implementing this provision of the act has been beset with problems.

Migratory workers moving in crews and family groups number in the hundreds of thousands. Insurance protection for these workers is negligible. The cost of such insurance most often has been prohibitive. The type of policy which would cover the motor vehicle would often exclude the workers being transported. Besides, a national program calling for insurance coverage creates many administrative problems.

A persistent problem was that of cost. Considerable progress has been made over the past year with the cooperation of representatives of the insurance industry. Policies are now available which are more nearly within the means of most farm labor contractors.

A second persistent problem resulted from the nature of the typical automobile insurance policy. Insurers of automobiles do not normally provide coverage for employees of the insured or for personal property carried in an insured automobile.

The usual employer liability hazard exclusion can be illustrated by the "Basic Automobile Liability Form (fifth revision, April 1, 1955)":

Exclusion (d): "under Coverage A, to sickness, disease or death of any employee of the insured arising out of and in the course of (1) domestic employment by the insured, if benefits in whole or in part are either payable or required to be provided by any workmen's compensation law, or (2) other employment by the insured"

Property damage liability is also excluded:

Exclusion (f): "under Coverage B, to injury or destruction of property owned or transported by the insured, or property rented to or in charge of the insured other than a private garage injured or destroyed by a private passenger automobile covered by this policy."

The first step in overcoming difficulties was taken on April 28, 1965, when the Administrator of the Bureau of Employment Security authorized contractors who could not find a policy which would encompass all the requirements of the act to purchase a separate accident policy with benefits somewhat similar to article 3 of

William S. Frank is a Farm Labor Advisor, Office of Farm Labor Service.

the Standard Work Contract under the now terminated Mexican Labor Program. This method of obtaining coverage called for the farm labor contractor to buy two policies, one which would cover his motor vehicle and the other for the sole purpose of covering his passengers.

While this solved some of the problems, it created others. Procedures called for the insurance polices to be submitted to the Regional Administrator for review to determine if they met the requirements of the act. In addition to an endless variety of policies funneling into regional offices, there was still confusion in the minds of insurance representatives as to the precise policy terms acceptable to the Bureau.

To simplify the task of policy approval by Regional Administrators and to eliminate the need for analyzing a variety of policies for compliance with the act, it was proposed that each insurance company issue a standard certificate of insurance asserting that the contractor has been provided with a policy which meets the requirements of the act. The contractor, in turn, submits the certificate along with his application for registration so that Regional Administrators no longer must review individual insurance policies.

A special Farm Labor Contractor Liability Endorsement was developed to deal with the problem of "exclusions" which are part of the usual policy. This meant that persons riding in a bus or truck owned or operated by a contractor covered by the policy and endorsement would be able to recover for any injuries sustained as a result of the fault or negligence of the owner or operator of the vehicle. The recovery, of course, would be limited by the terms of the policy. In the case of property damage, the endorsement modifies the exclusion to protect the baggage of workers and their families. The provision (see "Exclusion (f)" above) is not removed but only modified, as it was thought that removal of the entire exclusion would go beyond the intent of Congress in passage of the act.

With the endorsement, it became possible for a farm labor contractor to buy one policy which fully meets the provisions of the act. However, the question then arose as to the desirability of continuing to allow purchase of accident insurance as a supplement to a liability policy which excludes the passenger hazard. Though there were arguments pro and con, it was decided that there was greater merit in continuation of the practice. Accident policies afforded a flexibility that would not otherwise be available. Such policies would give the workers more reliable and substantial protection. The accident policy provides a certain and reliable remedy, one that has never been afforded by the straight liability approach. It also provides a broader voluntary market and, in certain cases, the accident-liability combination might be less expensive than a single liability policy. For these reasons, it was felt that the practice should be continued.

In addition to the obstacles resulting from the exclusion clauses of the typical automobile policy, problems were encountered in developing an accident policy to fulfill the terms of the FLCRA. Foremost was the schedule of benefits. It was felt the schedule of benefits provided under the now terminated Mexican Labor Program would not satisfy the requirements of FLCRA. As a result, a new schedule was worked out providing payment of $5,000 in case of death of the principal. Other benefits were also increased. One change of significance was setting a minimum of $1,000 for physician, surgeon, and hospital expenses. Although individual policies may vary, none may offer less than this amount.

Of equal importance was who would be protected by the accident insurance. It was determined that all persons in an insured vehicle would be eligible for benefits.

The stipulation was also made that neither the accident policy nor the Farm Labor Contractor Liability Endorsement may be canceled without 30 days' notice by registered mail to the Director of the Office of Farm Labor Service, the notice to run from the date it is actually received.

A paramount consideration in developing an insurance policy to meet the terms of the act has been the cost of coverage to the farm labor contractor. If it is prohibitive, we defeat our purpose.

Insurance, of course, is expensive. It is made expensive by just the kind of accident which was described at the outset of this article. However, by clearly defining the terms of the policy requirements of the act, the Bureau has sought to eliminate confusion as to what was needed, and has also allowed the insurance industry to set specific rates which will be considerably lower than the cost of the multitude of policies which were offered in the past.

Insurance rates are dependent upon a number of factors, including but not limited to the condition of the bus, the number of persons transported, and most important, the rating of the territory through which the vehicle will travel. For example, a contractor who garages his vehicle in Florida and transports migrant workers up the East Coast, perhaps to Vermont, might pay a premium of $591 for an annual insurance policy on a 13- to 20-passenger bus.[1] This premium assumes, however, that the contractor avoids certain high rate areas such as Philadelphia and New York City, and that the highest rated territory through which he would pass is Baltimore, Md. By also avoiding Baltimore, he might reduce his premium to $388. If he were to buy the liability endorsement without the passenger hazard provision included, his premium would again be reduced by 50 percent of the bodily injury portion of the bus rate. Such a contractor would then be required to buy the accident insurance. At the present time, the accident policy is being sold by one insurer on the basis of $3.85 per seat for the first 4 months and 75 cents a seat for each month thereafter. Other rating methods may be used. Experience may reduce or raise these rates.

Not every insurance agent or broker will want to handle this business

(*Continued on page 60*)

[1] *Quoted rates are those of the two largest automobile rating bureaus.*

AUTOMATION

Pennsylvania Studies Automation's Effects

The kinds of technological advances occurring in individual companies in a wide variety of Pennsylvania's industries and their effects on workers are revealed in a report issued by the State Employment Service.[1] Containing up-to-date information on the relationship of automation to changing occupational patterns and related worker displacement, the publication is the first on this kind of statewide study and has received considerable notice. While of interest to all Employment Service personnel, the report should be particularly helpful to occupational analysts, employer relations representatives, interviewers, and counselors as a source of information on what is actually happening to jobs and workers in some major industries of one State. This information may prove helpful in planning manpower services for workers in other States and areas likely to be affected by similar changes.

This article condenses some findings in a few selected industries in which automation has had a severe impact on jobs in Pennsylvania or which are common to many States. In many of the firms where changes have occurred, they have involved only a few workers; in others, large numbers of workers were affected. However, worker displacements in smaller numbers or as isolated cases occur much more frequently than generally supposed and their cumulative impact is probably greater. While mass layoffs are more dramatic and bring public concern and community action, these less dramatic, smaller displacements require equally important readjustments for those personally involved. Those affected face special reemployment problems which must be recognized during initial local office contact and acted upon quickly. Immediate application of intensified personalized ES services is essential to promote occupational reorientation and meet retraining needs.

Interestingly enough, in some of the companies which have introduced new methods of production, the displaced workers have been absorbed in different operations; in others, employment has increased because the automated equipment has allowed the company to expand. In most instances, however, employment was reduced despite increases in demand for the company's product.

The report points out that there is no magic formula for solving the problems of a displaced worker. However, in these days of a booming economy, jobs are more plentiful and the problem-solving should be easier, especially if some of the conclusions of the Pennsylvania study are put into practice. In fact, the purpose of the report was to encourage a vigorous, personalized approach in the application of ES services to displaced workers.

The Challenge for the Employment Service

The displaced is frequently an older worker with long seniority and a strong emotional attachment to his former employer. Often, too, the displaced worker's income may have been considerably higher than the average for similar jobs in his area. He may be a physically handicapped worker or one with an obsolete skill, reluctant to move, and apprehensive

[1] *"The Effects of Automation on Occupations and Workers in Pennsylvania," May 1965, Automation Manpower Services Section, Pennsylvania State Employment Service, Harrisburg, Pa. Employment data have been revised to give averages for 1965.*

about retraining. He is bewildered and sometimes antagonistic because his security has suddenly been swept away. Most of all, he is in need of understanding, encouragement, and a great deal of patience, because he faces a major crisis in his life—in the case of the older worker, at a time when he is least prepared to cope with it.

Displaced workers have certain characteristics in common which indicate a workable approach to the early identification of the long-term unemployed. Training of any kind enhances reemployment, even for unrelated occupations. Attitudes about wages, mobility, and retraining are often unrealistic and resistant to change at the time of displacement. However, attitudes become realistic and resistance lessens in direct proportion to the intensity of the techniques we focus on each worker's individual problems.

Depth interviewing is imperative if we are to identify characteristics quickly and accurately and apply corrective measures to prevent displaced workers from slipping into the "unemployed habit." Counseling and testing are particularly effective if performed soon enough. Perhaps one of the most important lessons learned is the realization that our Employment Service operation *is fully capable* of coping with the complex problems of displaced workers—but *only when* our techniques are applied in depth and immediately upon notification of impending layoff via early warning and with cooperation of management and labor. Timing and quality are of utmost importance in providing all services to these individuals.

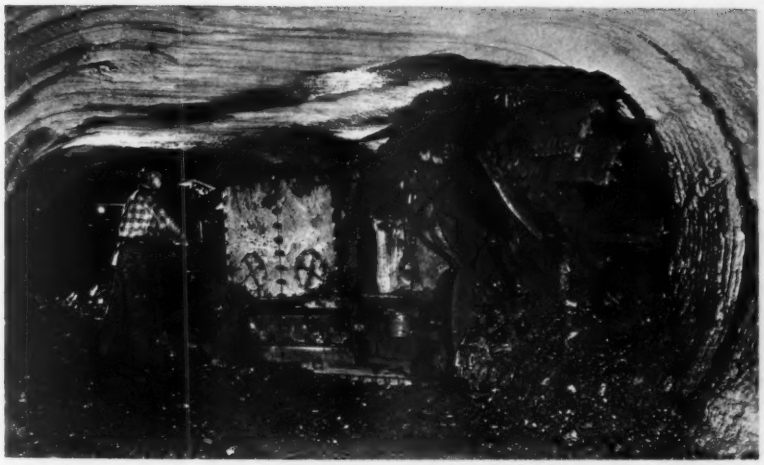


Photo courtesy National Coal Association

This boring type continuous miner is starting a new entry in a bituminous coal mine. Such machines chew coal from the seam with steel-tipped revolving arms, pick it up and load it into a shuttle car behind them, leaving arched tunnels. These machines eliminate the separate steps of cutting, drilling, blasting, and loading in the conventional mining process, and produce coal at rates up to 8 tons per minute.

Study Findings

Bituminous coal—continuous mining method.—In 1955, before new production methods were adopted, a mining company employed 329 workers; in 1964, after the installation of a completely mechanized system, it employed 78. Workers saw what was coming, and management took no action to alleviate fears. Except for the payment of unemployment insurance benefits, governmental agencies did not assist in the changeover. Persons with mechanical ability were reclassified and retained. The few who were downgraded were paid the wage scale set up under the union contract. Training for new classifications was "on the job" and those unable to meet requirements after 2 to 3 weeks of training were placed on furlough rosters. The firm reports a 20-percent increase in production with a 76-percent reduction in personnel. Between 1950 and 1965, mining employment in Pennsylvania declined from 176,500 to 41,800, while automation continued to advance.

Food processing.—Prior to September 1964, wieners at one company were made in 6 hours by operators of several machines which mixed and loaded the sausage stuffer, smoked, cooked, firmed, and stripped their casings. After the company adopted a new process, the operations were condensed into a single 100-foot machine which turns out the finished product in 45 minutes without being handled by any worker until ready for packaging. Despite tremendous growth in output in the past 10 years, employment has remained the same in the firm. The 20 workers displaced by the new machinery were, because of advanced planning, placed in other jobs throughout the plant.

A poultry processor doubled production with a new picking machine which replaces the work of three men on the old machine. The new equipment requires part-time services of a maintenance man. No one was laid off, and additional workers are required to handle production and distribution jobs.

With a new machine, a popsicle maker who formerly produced 10,000 dozen a day with 22 workers on two shifts gradually reduced the number of workers until he now employs 8 laborers on two shifts and produces 12,500 dozen popsicles daily. In all, about 420 workers were eliminated in the industry.

A pie manufacturer planned to install modern pie assembly machinery that will increase production 400 percent without additional workers. A company making cereal preparations installed a new machine that automatically cooks and mixes confection to the grain. Where nine workers were required, four are now needed. Through attrition and absorption of the workers in other parts of the plant, no direct layoffs resulted.

In recent years, a company which manufactures potato chips has introduced automation in various handling processes. In the latest change, three bagging machines can be operated by one person. Previously, a machine operator tended three machines with the assistance of a bagger on each machine. The chips are conveyed by belt line from fryer to packing machine. A bag is automatically made from a roll of printed paper and filled with a weighed portion of chips. Filled bags are sealed and conveyed to a packing table. With fewer machines and machine operators, production has increased.

An employer engaged in the manufacture of industrial alcohol, distilled and rectified alcoholic beverages, and chemical byproducts installed two automated machines that perform bottling, labeling, and packing operations. Previously, machines were used only for bottling, and the other operations were performed manually. Attendants now observe and inspect the operations of the integrated machinery, which has increased production from 128 to 200 bottles per minute with 20 fewer employees.

Thus, new equipment in the food-processing industries provides more sanitary operations by eliminating human contact but also reduces the total number of workers needed, while increasing the productivity per worker as much as 400 percent. The overall effect of these drastic changes occuring in food processing is illustrated by the decline in employment in this industry from 120,300 workers in 1954 to 114,300 in 1965. Although most of the jobs eliminated are in the unskilled ranks, as the changes continue they reduce employment potential in the future. Employment opportunities appear to be limited to maintenance workers who will operate and repair the automatic machinery and a former source of many seasonal jobs seems to be disappearing.

Textiles.—This industry has experienced a severe decline in employment in Pennsylvania from 135,000 in 1950 to 69,950 in 1965. Some of the reasons are automation, geographic relocation, wide acceptance of synthetic materials, and competition from foreign countries. For example, since September 1962, five plants closed with layoffs of 100 workers or more in each instance. Competition and relocation were given as reasons, but failure to automate was also inherent in each situation. Job prospects in this industry are poor as automation continues to be introduced and/or plants are relocated to automated facilities in other geographic areas.

Apparel—men's and boys' suits, coats, and overcoats.—During the past 5 years, new techniques and attachments to present equipment have taken some of the physical labor out of operations and also increased production units per manhour. These changes have made some skills obsolete but the people involved have been given on-the-job training so that their skills could be utilized in other productive operations. Examples of changes are:

1. Hydraulic systems developed for pressing machines and used by finish pressers and underpressers (pushbutton operated) allow the presser to use a lighter hand iron for small prepressing operations.

2. Button-sewer machine with shank has replaced hand button sewers.

3. Buttonhole machine has been modified so it can do a job that resembles a handmade buttonhole, replacing hand buttonhole sewers.

4. Die presser clicker—preshaped dies are pressed on single pieces of material to shape complete coat front, also used to cut out small parts such as flaps and collars. This was formerly a hand operation.

5. Automatic welt pocket machine makes the inside pocket in men's suits in one operation. This formerly required five different operations and five operators.

New and improved machines capable of doing more than one operation are being brought into wider usage in the apparel industries. However, their introduction does not appear to have caused any unemployment. Actually, the industry has shown a slow yearly growth in total employment from 227,100 in 1954 to 261,500 in 1965. Women make up the major part of this work force.

Technological changes will continue but population growth may create enough demand to continue the slow and steady increase of jobs within this industry. However, total automation and/or geographic relocations could adversely affect the present source of relatively unskilled job opportunities for women.

Typesetting.—Gross earnings of a printing company have been declining for several years. Methods of operations were reviewed and a number of changes are being made due to high cost of labor, inability to get qualified workers with the required 4 to 6 years of training, and the present age of workers (50 to 70 years) with no provision for replacement.

A computer will permit typing onto a punched tape which is then fed into the computer memory system. A programer and a typist will give an end product ready for the photocomposition machine which, in turn, will make a plate for offset or gravure printing.

The firm presently employs 75 persons, of whom 15 will be retained. Occupations still needed will be: Programer, typist, converter and photocomposition man, maintenance mechanic for photocomposition machine, and proofreaders.

Occupations no longer needed will be: Linotype operators, hand compositors, pressman (other than offset), foreman, and bookkeepers (computer will prepare statements).

The employer believes that this automated process will produce in 1 hour the amount of work that was produced in 24 hours under the old method, and that competition will force the entire industry to convert to computers within the next 2 to 5 years.

The impact of automation is being felt deeply in this area. There is evidence that EDP equipment, tape controlled and fed linotype machines, new automatic offset presses, and collating and binding machines are causing some highly skilled crafts, such as linotype operators, pressmen, hand compositors, and hand book binders, to become obsolete.

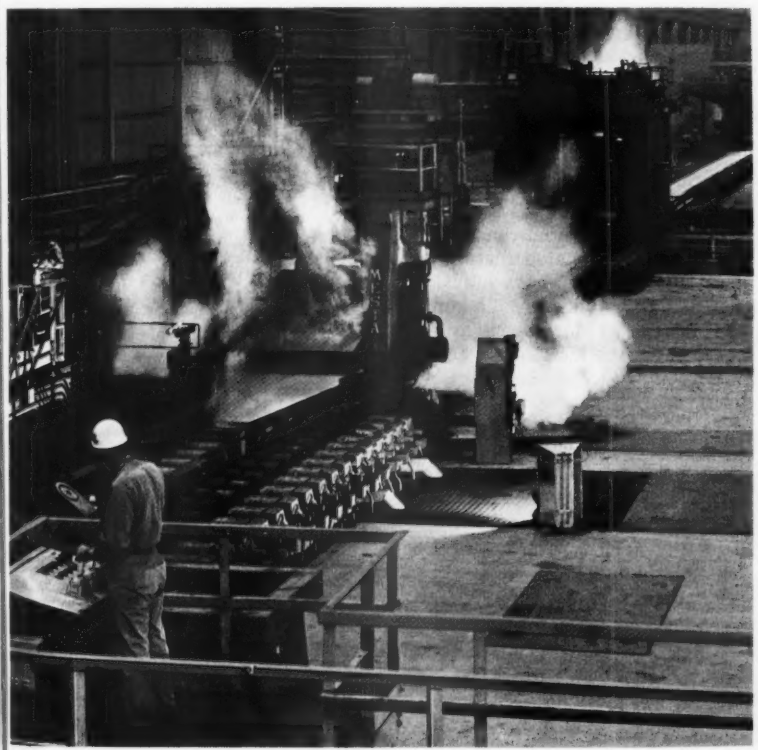
Disappearing also are the apprenticeships that have long been a trademark of the publishing industry.

These changes seem to be gradual and no significant unemployment appears to have occurred.

Steelworks, open hearth.—This corporation has a broad-scale plant improvement program underway which calls for an investment of $600 million through 1970, for both domestic and overseas operations. A new meltshop (open hearth) at the main plantsite is designed with the most modern advances in melting technology, along with vacuum degassing and continuous casting units. The present plant, with its six open hearth furnaces and an electric melting furnace, produces an estimated 50,000 tons a month. As the project is completed, it is expected that the new plant's capacity will replace that of the old open hearths.

The conventional method of producing steel entails tapping the heat, pouring (teeming) molds, transportation of molds, stripping molds, reheating and processing ingots through forming rolls into sizes and shapes required for semiprocessed steel for market. The continuous-casting process will eliminate slab and bloom mill operations and their attendant operations. It provides for the processing of molten steel from a furnace tap to products in the form of channels, beams, strips, etc. This new process may quadruple present capacity and is intended to keep the firm competitive.

Publicity released by the company is encouraging, but workers in some departments have already been informed that their jobs will no longer exist. Departmental seniority prevails at this plant. Indications are that this project would probably not increase the company's employment of about 4,000 workers. Job requirements involved in these newer processes and operations will require potential and skills unlike those being displaced. The company believes new needs will require high school graduates with physics and chemistry background. This plant prefers to train and upgrade its personnel and normally does not hire skilled workers from the open market.



Automation in a steel mill.

Employers generally hesitate to give information regarding the number of jobs eliminated by automation. However, competition from more highly automated and competitive firms no doubt contributed to some closings and loss of jobs. In one instance, 140 workers in an oxygen conversion furnace produce as much as 530 workers did in the older open-hearth system. Overall employment in the primary metals industry in Pennsylvania has declined from 280,100 in 1950 to 252,600 in 1965. This steady decline in total employment, coupled with the known high-capital investment programs of the major producers, is a good indicator that automation is having a profound effect on present and future employment in this basic industry.

Electric companies and systems—meter reading.—A manufacturing company has experimented with, and developed through the cooperation of a well-known telephone company, a technique by which utility companies can obtain accurate meter readings without the services of a meter reader. As described, the utility company need only dial a customer's telephone number and a special adaptation of electronic equipment to the meter will send electrical impulses into a central data-processing center from which the customer will be billed. If successfully applied, use of this method will spread to gas companies and their industrial customers.

Employment in public utilities has steadily declined from a high of 99,800 workers in 1957 to 89,800 in 1965. This job loss at a time when the industry is expanding services to a growing population is probably the result of such factors as the (1) installation of computers to reduce costs of accounting, billing, and service record data; (2) continued modernization of plant facilities and equipment; (3) introduction of new labor saving devices which require less servicing personnel; and (4) leasing of expansion activities to private contractors to relieve the public utility companies of maintaining large construction forces.

Manpower Shortages and Surpluses

For the last year, Cleveland has been a group B area, the classification of the U.S. Employment Service for major production and employment centers which are estimated to have low unemployment—between 1.5 and 2.9 percent of the local work force.

Cleveland, with a population of 1,958,000 on July 1, 1964, ranks 11th among the standard metropolitan statistical areas. One of the Nation's largest machinery centers and an important Great Lakes port, Cleveland had a work force totaling 871,400, of whom 849,500 were employed, in March 1966, up 2.7 percent over the year. About 40 percent of its nonfarm employment is in manufacturing; the proportion of factory workers in the United States as a whole is 30 percent. While no single manufacturing industry dominates the area, sources of most factory jobs are durable goods, principally machinery, primary and fabricated metals, and transportation equipment industries. Printing and publishing, chemicals, food, rubber and plastics, and apparel and textile products are the key nondurable goods manufacturing activities.

While area joblessness is comparatively low, unemployment problems exist in the central city. The city of Cleveland, as distinct from the area, has been eligible for assistance under the Public Works and Economic Development Act of 1965.

Compared with approximately 22,000 workers estimated to be out of jobs in March, Ohio State Employment Service offices had 19,200 registered jobseekers on file—12,800 men, 6,400 women. Two of every three male applicants were less than 45 years old, and one of every two females was under 35 years. Among the men, some 40 percent were skilled and semiskilled workers, 25 percent were unskilled, while 13 percent had no prior work experience. About one-sixth of the jobless women had no prior work experience. Those women with prior work experience were concentrated in the clerical, sales, service, and semiskilled occupational groups. Close to half of the unemployed living in the central city are nonwhite.

Nature of Occupational Imbalances

Symptomatic of Cleveland's tightening job market is the volume of unfilled job openings listed with the Employment Service, which increased sharply over the year, and the length of time they remain un-

filled. At the end of March 1966, there were 3,000 unfilled openings, of which about 1,900 had remained unfilled for 30 days or more.

Some 46 percent of the current openings for men are in manufacturing industries, and 37 percent in trade and services. Manufacturing plants have the most acute shortages, with a continuing need for men in a variety of occupations, but particularly experienced machinists and machine operators, setup men, layout men, tool grinders, and tool- and diemakers. Foundries and forgeshops are looking for foundry workers, coremakers, cold-headers, diecasting machine operators, welders, drop hammer operators, and molders. Mechanics and repairmen are also in short supply. Women are in short supply in apparel manufacturing occupations.

In professional and technical fields, shortages are mainly for draftsmen, social caseworkers, and medical service workers. Of the openings for draftsmen, however, a high proportion are in shops which cannot assure job security.

Besides a moderate need for skilled stenographers, clerks, and sales personnel, numerous unfilled openings are in the service occupations for restaurant workers and domestics.

Lack of "qualified" applicants was the major reason given for openings remaining unfilled for 30 days or more. To some extent, occupational stringencies reflected differences between job requirements established by employers and the experience, education, and other qualifications offered by available applicants. Low wages and unfavorable working conditions were responsible for only a small proportion of the 30-day openings; other reasons were unusual employer hiring standards and reluctance of seasonally unemployed workers to accept new jobs outside their usual fields of employment.

Hours and earnings of factory workers in Cleveland are considerably higher than the U.S. average for similar workers. Average weekly earnings of production workers in manufacturing in Cleveland were $136.42 in March 1966, compared with $110.95 for all factory production workers in the Nation. Cleveland's factory workers earned an average of $3.15 an hour; all factory workers in the United States, $2.68. Weekly hours also averaged higher in Cleveland—43.2 hours as compared with 41.4 hours for the country. Higher weekly earnings in Cleveland reflect the overtime premium pay as well as the predominance of the higher paying durable goods industries.

Employment Developments

Cleveland area employers added about 25,400 workers to nonfarm payrolls in the 12 months ending March 1966, an increase of about 3.4 percent, as compared with the 5.1 percent U.S. average gain. About half of the Cleveland job gains were in manufacturing, mainly in durables.

Nonelectrical and electrical machinery listed the largest gains. Despite some recent increases, steel was still below year-ago employment. Trade, service, and government led the year-to-year increases in nonmanufacturing.

Some important durables plants were already having difficulties in recruiting suitable workers for trainee positions, even at relatively favorable wages. These difficulties were intensified at apparel plants and department stores where wage rates were lower. A number of plants reported abandoning plans for second- or

MDTA training is underway for stenographers.

There are shortages for social caseworkers in the Cleveland area.

Draftsmen are being trained under MDTA.

third-shift operations because of inability to obtain qualified workers.

Occupational shortages have already affected production in some machine-tool and metal-fabricating plants, thus lengthening delivery times. In many instances, order backlogs are at record highs, and employers added overtime to avert additional production delays.

While many employers have relaxed hiring specifications to some extent, they are reluctant to accept relatively unskilled workers to work with expensive machinery and equipment. Partly because of the numerical excess of labor supply over labor demand, estimated at a 3-to-1 ratio, local employers apparently continue to believe that experienced applicants are available in the job market and can be recruited through competitive hiring. An Employment Service survey conducted in mid-1965, however, showed that more than two of every five job applicants at local offices had not finished high school.

Manpower Action Programs in Cleveland

Efforts are underway to alleviate Cleveland's manpower problems. The Ohio State Employment Service is working intensively with local employers to secure further relaxation of hiring specifications. Assistance is also being offered to employers in interarea recruitment activities. Some hard-to-fill orders are being broadcast on spot radio announcements by local stations, and are listed in want ads in Cleveland and suburban newspapers, as well as on the State Inventory of Job Openings for interarea recruitment. A "skill bank" program has been set up to find and catalog marketable skills among local unemployed and underemployed Negroes.

Additional job market information will be available from the Ohio State ES for operating and analysis purposes—as well as for working with employers—through quarterly reports on ES unfilled openings. These reports will provide comprehensive information on the occupational characteristics of such openings, on major reasons why jobs are unfilled, as well as on changes in the intensity of shortages. The Ohio agency already publishes periodic information on the number and characteristics of local job applicants—who represent more than four-fifths of the local unemployed.

From the time it opened on July 15, 1965, until the end of the year, the Cleveland area Youth Opportunity Center had interviewed over 4,800 youth applicants, counseled almost 4,200, and verified the placement of close to 2,000.

The site for a new outreach ES office for East Cleveland residents has been located on the fringe of the heavily populated Hough area. The building is being remodeled and will serve as a satellite YOC office, providing information and referral services to adult applicants on an experimental basis. It will also serve as a focal point of operations for outreach teams and trailer units for East Cleveland areas. Meanwhile, the Ohio ES agency has moved a mobile trailer with three teams of workers into the area to provide outreach services to its people.

At the same time, efforts are being made to prepare available applicants more adequately for existing or anticipated job opportunities. Cleveland has a variety of projects in different stages of development aimed at recruitment and training of an additional 10,000 unemployed and/or underemployed persons during 1966. These programs are being developed by Employment Service local offices in cooperation with various educational, governmental, and social agencies. Over 50 community agencies and organizations receive information by mail on available MDTA projects. Some recent accomplishments are outlined below:

MDTA Institutional Training Programs.—As of February 28, 1966, some 78 institutional training projects for 5,729 trainees had been approved for Cleveland under the Manpower Development and Training Act. These include multioccupational projects for 2,500 disadvantaged persons. Under this project, a special program for 460 trainees was developed specifically to coincide with the phasing out of the first group of Neighborhood Youth Corps participants.

Some 600 persons are currently being trained, principally as clerk-typists, stenographers, machinists, machine operators, draftsmen, welders, electrical motor repairmen, electric appliance servicemen, auto mechanic helpers, licensed practical nurses, and nurse aides. As a result of efforts of Government manpower representatives in the area, the Associated Industries of Cleveland recently sent a strong endorsement of the MDTA program to its 700 employer members urging their full utilization of all phases of the program. Some progress is indicated by the increased hiring of MDTA graduates as welders, automobile service attendants, and mechanics and repairmen.

The renovation of a school as an MDTA Center to accommodate 1,000 additional trainees is almost completed and will soon be ready for use. Three OSES staff members—one counselor and two community workers—are assigned to the facility.

The Ohio ES is also conducting test research on the relationship between experimental nonreading aptitude tests administered before literacy training and success after training.

Fifteen on-the-job projects are currently in operation in Cleveland

There is a moderate need for sales persons.

which involve nearly 1,300 workers at a Federal cost of over $700,000. Some examples of specific projects are outlined below:

A Bureau of Apprenticeship and Training (Department of Labor) OJT contract was executed with Thompson Ramo Woolridge, Inc., to upgrade 116 workers, ages 45–50 with low education and skills, of whom 93 are Negroes. The Employment Service will recruit 116 entry workers to replace those being upgraded.

In late January, the Bureau of Apprenticeship and Training (BAT) approved a 6-week, skill-improvement training contract with the International Union of Operating Engineers to train 300 workers.

In cooperation with the Office of Economic Opportunity in the city of Cleveland, the BAT is developing OJT contracts geared to train 600 hardcore unemployed adults. As an example, the BAT signed a prime contract in early February with the Negro American Labor Council for the training of 250 workers in occupations determined by the Employment Service to be in short supply and in need of trainees.

Surveys of potential occupational needs are in process in various work fields. Particular emphasis is being given to the health services field to take account of expected expansion in demand growing out of the passage of Medicare legislation.

Under the sponsorship of BAT, an MDTA multioccupational health and medical training program is planned for 1,315 trainees in 14 occupations, to be funded under section 241 of the MDTA.

At present, two major projects financed by Neighborhood Youth Corps funds are providing Cleveland youth with work experience. One contract signed with the Cleveland Board of Education will provide inschool work experience to 1,500 enrollees at a Federal cost of $1,149,820. Two other contracts signed with the Greater Cleveland Council for Economic Opportunity will provide out-of-school work experience to another 940 youth at a Federal cost of $1,015,550. Inschool work assistance is provided through a variety of assignments, particularly as tutors, teacher aides, library aides, school office assistants, lunchroom aides, custodial aides, nurse aides, audiovisual aides, and athletic assistants. Out-of-school work experience is gained primarily through assignments as clerk-typists, maintenance aides, dietary and nurse aides and hospital orderlies, gardener-landscape aides, and building renovation aides.

The Cleveland Council project, started in the summer of 1963, is intended to demonstrate that continuing programs of individual counseling, testing, and vocational guidance could prepare youth in the Hough-Addison section of the city for a return to school or for a job or vocational training. Referrals of the youths serviced are made to the Employment Service for jobs or occupational training.

Other Training and Demonstration Programs

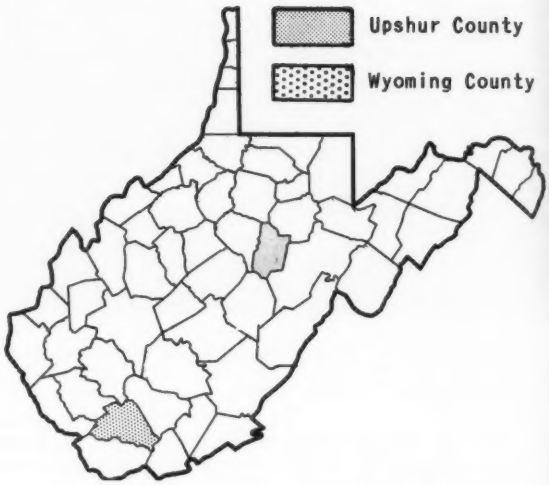
An Experimental and Demonstration Project (sponsored by OMPER, Urban League, and NAACP) is underway designed to provide basic education and prevocational training to 1,250 severely disadvantaged applicants. Present enrollment is approximately 200, of whom 30 are being prepared for apprenticeship entrance examinations in April by the Cleveland Local 17 of the Bridge and Structural Iron Workers.

An older worker project, sponsored by the Cleveland Welfare Federation, will serve about 100 persons aged 50–59, in the community. The Ohio State Employment Service will screen its files for all persons in this age group and provide a list of such persons to the research department of the Welfare Federation for sample selection of candidates. Employment Service counseling and testing services will be utilized and MDTA training will be offered to those participants who qualify.

Project Peace, sponsored by the Catholic Diocese of Cleveland, will offer basic and remedial education and supportive counseling services to some 300 heads of households to prepare them for job entry or MDTA training. USES will prescreen and refer 40 candidates for this project.

Manpower officials look toward these combined efforts to ease the existing needs for workers and to enable the unemployed in this and other areas to share in the benefits of the Nation's unprecedented prosperity.

Wheels of Progress in a Rural State



GEORGE V. O'MALLEY

There is a new vigor and vitality in West Virginia. An exciting spirit of growth and progress can be noted in the cadence of hurrying trains and in new factories rising against the sky; it can be felt in the air. Both the economic and the social makeup of West Virginia have been undergoing change. The trend toward urbanization has increased sharply with people moving from the rural areas to the cities of the State. As industrial development continues, the population shift is expected to continue.

Many industrialists have noted a marked difference between the labor force of West Virginia and that of other States. Because of the rural nature of West Virginia, many workers travel great distances to and from jobs. This unusual condition, made possible by the uncongested rural driving conditions, reflects the desire of these workers to continue to live in their old home communities where they have many family ties. This, to a great degree, adds to the stability of the State's labor force.

Many cities and towns are located among the mountains and hills of the State. Like the mountainous terrain, the economic landscape of West Virginia has low and shadowed places hidden among the reaching hills. This is why the West Virginia Department of Employment Security has added a new feature to its determined effort to assist more workers, enhance job opportunities, and help stimulate industrial growth and expansion. This extended service is known as the Smaller Communities Program, a local employment office "on wheels."

In April 1965, initial discussions with national and regional representatives of the U.S. Employment Service were held in Charleston, the State capital, to evaluate the assistance that the Smaller Communities Program could give to rural areas of West Virginia. All agreed that a mobile-team operation should prove advantageous by taking the public Employment Service *to the people*.

By August 1965, money had been made available for the program and the wheels were geared for action. Counties without local Employment Service offices, those reflecting losses in population over the last 10 years, ones with few manufacturing industries, and those with a high rural population were to be considered first for this program. After a review of all 55 counties, 12 were selected and informed of the new approach by the State Employment Service to assist rural areas and their workers.

Wyoming County was the first to request mobile-team service. Several meetings were held in the county with civic leaders, the County Extension Agent, the planning commission, and various economic and industrial development groups to review the program potential in depth. Enthusiasm and interest were created through these meetings, and the county gave whole-hearted support to the program.

George V. O'Malley is State Community Employment Program Supervisor, West Virginia Department of Employment Security.

Wide publicity was given to the work of the mobile team. The final report from Wyoming County is in the center of the photograph at right.

The slogan "Operation Turnout" was chosen to encourage the people to register with the mobile team as it traveled throughout the county. Posters and flyers featuring this slogan were distributed in advance by various organizations and government workers to trade establishments, meeting halls, and post offices. On September 5, the mobile team, ready to offer a complete array of employment services—interviewing, testing, counseling, and placement—moved into Pineville, the county seat, and set up its mobile equipment in the County Courthouse Annex lobby, furnished rent-free by the County Court.

Simultaneously, the local radio station started spot announcements and local newspapers carried a banner headline that the Secretary of State would kickoff "Operation Turnout" in Wyoming County. Excellent cooperation by newspaper reporters and photographers on the first day of registration (which included registration by many civic leaders and county officials) created enthusiasm throughout the county.

In 10 weeks, the mobile team visited 12 areas of Wyoming County and registered 2,263 persons, 1,078 of whom indicated that they would be available for work. Registrants included 550 high school seniors and 1,185 employed persons. From this cross section of available workers, an evaluation of the manpower supply could be made. Personal characteristics, along with present and potential job skills and abilities, would be tabulated and analyzed to provide meaningful data not available for the area in the past.

Other results also were realized through the efforts of the mobile team. A number of job placements materialized through numerous employer contacts made by the Rural Area Representative (team supervisor) during the registration. Several high school dropouts who registered with the mobile team were referred to the County Board of Education and accepted into the newly established Neighborhood Youth Corps program. Again through registration, 267 applications from youths 16 to 22 years of age were referred to the newly opened Youth Opportunity Center in adjacent

This car helped the mobile team publicize its presence in Upshur County. Left to right: Terry Schimbo, Farm Labor Representative; Jack Matheny, Employer Relations Representative; Gerald Storch, Labor Analyst; and James Balcom, Rural Area Representative and Team Supervisor.

On the team's first day in Upshur County, 88 persons registered at the City Hall in Buckhannon.

Testing was also conducted at the Buckhannon City Hall.

Raleigh County for consideration for job training and other youth services.

Meanwhile, the Wyoming County Community Action Programs group was laying the groundwork for a realistic antipoverty program within the county. The manpower data collected by the mobile team assisted the group in choosing ways to implement the program. Mobile team labor force information also was used to supplement the data gathered from other sources for the Wyoming County Planning Commission for its long-range economic development plan.

The mobile team completed its field operation in Pineville on December 31, 1965, and within 60 days released a printed manpower report entitled "Let's Look at Wyoming County" to county civic leaders, economic and industrial groups, and planning organizations to assist in the further industrial and economic development of the county.

Soon after, a list of the names and addresses of registrants who would consider moving to other areas in West Virginia or to other States for jobs was given to the Labor Mobility Project coordinator for followup. A member of the mobile team is also ascertaining what assistance was given to unemployed applicants through the YOC in Raleigh County and the local employment office in adjacent McDowell County. Followup postcards are being sent to all who sought work during the registration to ascertain any change in their employment status.

Upshur County, although one of the smallest in the State, had progressed rather well in industrial development and was eager to move ahead even more. It was the consensus that a detailed manpower evaluation was needed to plan properly for further industrial growth and expansion. With this in mind, county officials asked the Smaller Communities Program mobile team for help in keeping Upshur County on the move. In preliminary meetings and speaking engagements with fraternal, civic, and development organizations in the county, mobile team members worked out plans for a collective effort to register as many workers as possible, both employed and unemployed.

The mobile team moved into Buckhannon, the county seat of Upshur County, on February 8, 1966, ready to start the comprehensive manpower evaluation and to offer the services of a local employment office. The interest of county residents was high, and on the first day of operation 88 persons registered in the rent-free space provided in the City Hall. Almost immediately, employers invited the team to come into their establishments to register workers before, during, and immediately after work hours. Within 7 weeks, more than 1,700 persons of the estimated labor force of 5,000 had registered. As this article was being written, it was expected that registration would reach at least 2,500 by mid-April, with still further registration possible.

By means of its mobile team, the Smaller Communities Program, on wheels of progress, is rolling the Federal-State Employment Service to the people of West Virginia.

Farm Opportunities Grow For Arizona Veterans

W. JAMES McCARTHY

There was a time when M. Yamamoto, draped in the dappled garb which the Army calls camouflage, went about his assignment as a counter-intelligence agent in the South Pacific area. Today the World War II veteran is a major grower of vegetables in the Glendale, Ariz., area, and relies upon the Arizona State Employment Service to serve as his agent, at least in the manpower area.

It wasn't too long ago that George W. Henderson, a Navajo, carried a rifle in Korea. Today he puts his talents to work as the leader of a 20-man crew of Navajos who work in Arizona's sizzling lettuce fields. He turns to the Arizona agency each year for assistance in obtaining jobs for his crew in lettuce cutting and packing.

These two men are typical of the veterans served by the Arizona agency and the Veterans Employment Service Representatives. During 1965, there were 7,575 individual selection placements of Arizona veterans in agricultural jobs—jobs ranging from permanent to seasonal—from dairy hand to irrigator. Veterans were placed in the beef cattle industry, in slaughterhouses, and processing plants. They were placed in jobs working in citrus fruit, grapes, melons, and assorted vegetables.

In Arizona, placement of veterans in farm occupations is the concern of 7 local offices and 11 branch offices. These offices serve an agricultural industry that in 1965 produced crops and livestock valued at $567 million, so the employment potential is high. In order to assure that Arizona veterans are afforded full measure of opportunity, a system of close cooperation has developed between the various urban and rural agencies whose responsibility it is to deal with veterans. For example, there is steady communication between the farm offices VER, the State VER, and VER's in the other ASES offices in the Phoenix area. In this way, all are made aware of available work opportunities and of possible methods to solve the employment needs of the veteran.

To assure the personal touch, VER's hold meetings regularly to discuss training and services available through Employment Service agencies. Equally important are the discussions of services available through other agencies. Often, officials of agencies such as Vocational Rehabilitation, Veterans Service Commission, Welfare Department, Veterans Administration, and key representatives of veterans' organizations are invited as guest speakers and panel members. These conferences lead to broader awareness of the Employment Service program on the part of representatives of other agencies, and first-hand information is obtained by VER's on the benefits of available programs other than those offered by ASES.

Arizona agriculture is dependent upon from 10,500 seasonal workers in August to a peak of 21,650 in No-

Stephen Jackson (left), a Navajo retired from the U.S. Air Force is an interpreter in the Phoenix Farm Office.

An increasing number of Indians are accepting farmwork in the Phoenix area each year.

W. James McCarthy is a Veterans Employment Representative for the Phoenix Area Farm office, Arizona State Employment Service.

Signing up Navajo workers for farms near Phoenix.

vember. In 1965, the State had an increase of about 44 percent in the influx of migrant labor due to the availability of job openings formerly filled by braceros. During that year, wages paid increased as much as 10 to 25 cents per hour on the greater portion of job openings. Starting salaries for the more skilled machine operator openings ranged from $1.50 to $2 per hour.

Currently, the veteran is offered opportunities in agriculture and agribusiness as technological advances continually increase the availability of skilled job openings. Paralleling this development are the opportunities for training or retraining provided by federally assisted programs. Thus, the veteran must soon meet the rigid skills of a more sophisticated agriculture or face the possibility of unemployment. Indications are that he is facing the task as he did that task which earned him the right to be called a veteran.

Mr. Yamamoto's vegetables bring good prices in the local market. He speaks highly of the services provided him and other farm employers by ASES.

George Henderson and other members of the Navajo Tribe predominate among the increasing number of Indians accepting farmwork in the Phoenix area each year.

These two men crest a long history of Arizona veterans and of State service to veterans. Recently enacted Federal legislation assures that the number of veterans seeking jobs will grow steadily, and an ASES program of services is being readied to meet their needs.

Occupational Developments

(*Continued from page 28*)

depressed communities who have academic, socioeconomic, or other handicaps that prevent them from succeeding in the regular vocational education programs. The Research Coordinating Unit (RCU) of the University of Nebraska is one of 24 such units established in the United States under the provisions of this section of the act.

With the experience gained in the administration of the MDTA and the working relationship developed with the Employment Security staff during this period, it was obvious that without ES cooperation the efforts of our RCU would be fruitless.

Therefore, the Commissioner of Labor was contacted; the objectives of the RCU explained; and his assistance solicited. The Commissioner, well aware of our successful working relationship in the MDTA program, gave a staff member leave of absence from his organization to work directly on the RCU staff and serve as liaison between the Department of Labor and the RCU activities. This has accomplished the following: (1) Provided the RCU with continuing information on such data sources as area skill surveys, the new DOT, etc.; (2) pointed out "gaps" in existing information and data; (3) made us aware of the problems of translating labor information and data into educational planning; and (4) informed educators within the RCU and its affiliates of the services that the State Employment Service offers.

This relationship has evolved into joint conferences among the three agencies to attack the problems of collecting, interpreting, analyzing, and translating pertinent data into educational programs.

The methods of establishing this kind of relationship are relatively simple if the following Nebraska situation also exists in other States:

1. Both the Commissioner of Labor and the Commissioner of Education are interested in providing increased educational opportunities for the entire population.
2. Both agencies realize their weaknesses as well as their strengths.
3. They are cognizant of the progress that can be made in solving common problems through cooperative efforts.

Our suggestions for cooperative working relationships between the Department of Labor and Department of Education include:

1. Reasonable agreement on common goals should be established between the agency heads.
2. Personnel who represent their own agency should be knowledgeable about the total interagency organization and its responsibilities.
3. Personal contact should be maintained with national parent agencies to "get on top of trends."
4. Periodic conferences should be held among agency heads to develop action and implementation procedures in which a "commonsense" attitude prevails in give-and-take discussion.

As a result of the cooperative work, we have found that the State Employment Service is an agency that (1) has information that is useful to educational planning, (2) is willing to collect additional information which may be needed, and (3) is trying to improve the quality of data as well as the methods of collecting and disseminating this information to local school corporations.

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MANPOWER TRENDS

AREAS QUALIFYING FOR FEDERAL JOBLESS AID

Although low unemployment prevails in more major areas than at any time since the present classification system was inaugurated in May 1955, no area is as yet rated in category A, denoting an overall tight labor supply. However, 534 labor areas, 4 cities, and 14 counties have met the high unemployment criteria for aid under the Public Works and Economic Development Act of 1965. Qualifying areas had a combined work force of 7.9 million, unemployment of 655,000, or 8.3 percent of their aggregate work force, accounting for nearly a fifth of the U.S. average of 3.5 million unemployed in 1965.

JOB OPENINGS CLIMB, APPLICANTS AND PLACEMENTS DECLINE IN APRIL

Recent trends in record numbers of job openings received and job openings remaining unfilled continued in April in local public employment offices--evidence of high demand for workers. Employers listed 804,000 new openings, highest for the month since the series started in 1945. Openings left unfilled at the end of the month totaled 468,700, up 56 percent over the year and the most for any month since October 1946. Altogether, over 1,270,000 job openings were available through the Employment Service system during April. However, new applications of persons seeking jobs continued to decline, dropping 5.3 percent over the month and 6 percent over the year to 805,600, the lowest for April since 1960. Breaking a 14-month rising trend, nonfarm placements declined 2.6 percent from March and 4.0 percent from April 1965 to 533,100, a 5-year low for April. Placements ordinarily rise from 12 to 18 percent between March and April. Openings placed in the interarea recruitment system because local workers are unavailable to fill them rose 5.4 percent between March and April to 49,400--72 percent above April 1965. Nearly 39 percent were for workers in skilled occupations and 35.5 percent for persons in professional, technical, and managerial occupations. Hard-to-fill skilled jobs have increased 141 percent since last April, semiskilled job openings 200 percent.

GREATER-THAN-SEASONAL RISE IN TOTAL EMPLOYMENT IN APRIL

Total employment rose 1.1 million from March to 73.1 million in April, with both the 700,000 increase in nonagricultural workers and the 400,000 pickup in farm jobs exceeding seasonal expectations. The employed (including self-employed, household domestic, and unpaid family workers) included 1.5 million persons on part-time

nonfarm jobs for economic reasons, down 300,000 over the year. Over 2.0 million more persons were employed this April than last.

UNEMPLOYMENT DOWN IN APRIL; TEENAGE JOBLESS RATE LOWEST SINCE 1957

Another 200,000 persons came off the jobless rolls between March and April, bringing total unemployment down to 2.8 million, 750,000 below April 1965. Most of the jobless (2.3 million) were seeking full-time work. Nonwhite unemployed workers totaled 550,000; long-term unemployment of 15 weeks or more totaled 800,000, little changed over the month, but 250,000 below last April.

The unemployment rate, gradually but persistently declining from 4.8 percent last April, changed little from 3.8 percent in March to 3.7 percent this April. The unemployment rate for men dropped to the lowest in over 12 years, decreasing to 2.4 percent from the 2.6 percent level maintained since December 1965. At 1.8 percent, the jobless rate for married men remained below 2 percent for the fifth consecutive month. During the first 4 months of 1966, the teenage rate has remained between 11 and 12 percent, the lowest since 1957, but still triple the total rate. At 7 percent, the jobless rate among nonwhite workers continued at about twice the rate for whites.

DROP IN INSURED UNEMPLOYMENT BETTER THAN SEASONAL

Insured unemployment under State programs dropped by a greater-than-seasonal 300,000 over the month, to about 1.1 million. The seasonally adjusted rate of insured joblessness was down to 2.2 percent in April--the lowest since November 1952.

GAIN IN NONFARM PAYROLL EMPLOYMENT SUBSTANTIAL IN 1966

Nonfarm payroll employees totaled 62.5 million in April. Labor disputes in mining and construction involving between 50,000 and 100,000 workers held the rise from March to about a seasonal 650,000. Continuing the very substantial year-to-year gains of the first quarter, nonfarm payroll employment was nearly 3 million above last April. One-third of the increase was in manufacturing; government added 750,000 jobs, trade 400,000, miscellaneous services 450,000, and construction 200,000.

DURABLE GOODS INDUSTRIES ADD 100,000 WORKERS IN APRIL

The 100,000 increase from March in manufacturing employment to 18.7 million in April was concentrated in durable goods industries. Fabricated metals, machinery, electrical equipment, and transportation equipment accounted for 625,000 of the 1 million over-the-year gain in factory jobs. The factory workweek fell seasonally by 0.2 hour in April to 41.2 hours and overtime (seasonally adjusted) continued at 4.2 hours for the third straight month. Earnings averaged $2.69 an hour--an alltime high.

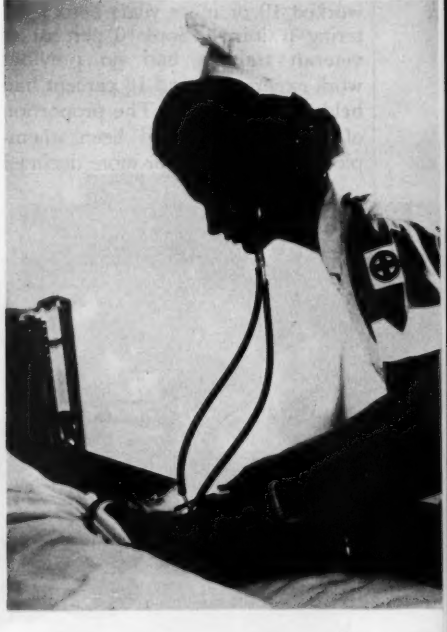
Training Raises Veterans' Skills and Earnings

The MDTA institutional training program continued to provide jobless veterans with training and retraining opportunities and underemployed veterans a chance to upgrade their skills. With the 15,000 who entered the program during 1965, a total of 42,000 male veterans have been enrolled since the program's inception in September 1962. Cumulatively, the proportion of veterans participating in institutional training declined from 46 percent of all men trainees 22 years of age and over at the start of 1965 to 39 percent at the beginning of 1966, compared with a drop from 47 percent to 45 percent in the proportion of veterans among all men aged 25 and over in the labor force.

On the average, the veteran trainees were older, better educated, had greater family responsibilities, and more work experience, but also had been unemployed longer prior to entering training than the average of all adult male trainees. Also, the ratio of one handicapped out of every six veteran enrollees continued to be somewhat higher than the proportion of handicapped among all men trainees 22 years of age and over.

While the unemployment rate among veterans continued below that for nonveterans in 1965, the fact that about 9 of every 10 MDTA graduates obtain employment is of special significance to veterans, whose average age places them in the "older worker" (over 45) group. Sixty-two percent of the veterans, compared with about 39 percent of adult men trainees, were aged 35 years and over, and therefore veterans accounted for a higher proportion of family and household heads and of those adult men trainees with three or more dependents. Because employment is virtually assured for all those MDTA participants completing training, the program is aiding in easing the problems of unemployment for veterans.

About 47 percent of the veteran trainees, compared with 45 percent of all adult men trainees, had at least a high school education. Among those trainees with no more than an eighth grade education, the proportion of veterans was 21 percent, of all adult men 23 percent, at the beginning of 1966. Both proportions were slightly higher than a year earlier, an indication that more educationally disadvantaged persons are participating in the program.



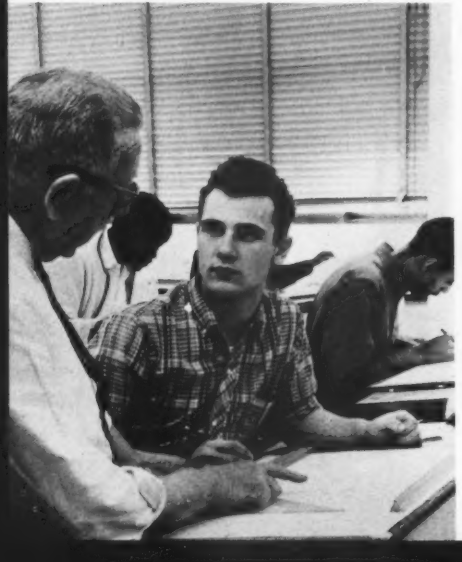
Characteristics of Male Veterans and Adult Males Enrolled in MDTA Courses September 1962 Through December 1965

Characteristic	Percent distribution of:	
	Male veteran trainees[1]	All adult male trainees
Age:		
22–34	37.8	61.5
35–44	44.8	23.5
45 and over	17.4	15.0
Head of family/household:		
Yes	91.4	85.6
No	8.6	14.4
Dependents:		
Less than 3	40.7	50.2
3 or more	59.3	49.8
Years of gainful employment:		
Less than 3	1.0	5.0
3–9	20.9	44.8
10 or more	78.1	50.2
Unemployment (in weeks):		
Less than 15	53.6	59.6
15 or more	46.4	40.4
Education (in grades):		
8 or less	20.7	12.2
9–11	32.5	36.9
12	37.6	46.3
Over 12	9.2	4.6

[1] Data for female veterans are excluded, as they account for only 2.4 percent of the total number of MDTA trainees in this group.

Source: U.S. Employment Service based on data from State Employment Services.

About four-fifths of the veterans, but only half of all adult men, had worked 10 or more years before entering training. Some 6 percent of veteran trainees had no previous work experience, and 18 percent had held unskilled jobs. The proportion of veterans who had been unemployed for 15 weeks or more declined from 48 to 46 percent, whereas the decrease from nearly 42 to 40 percent was more modest for all adult male trainees in the long-term unemployed category.



Passage by the Congress of the "Veterans Readjustment Act of 1966" has given veteran status to persons serving in the Armed Forces after January 31, 1955. More than 20,000 MDTA trainees had peacetime military service and the vast majority were discharged after the Korean conflict. Over three-fifths of these new veterans were 22–34 years old at the time they enrolled in the program; most of the remainder were younger. About 61 percent were heads of family and three out of four had less than three dependents. Because they were younger than the veterans who served in wartime, the trainees with peacetime military service had fewer years of gainful employment prior to training and were unemployed for a shorter period. Both trainee groups had similar educational attainments, which were higher overall than the average for all adult men in the program.

More than two-thirds of the men veterans have received instruction in skilled, semiprofessional, and agricultural occupations. Over half were in courses for skilled occupations, with a majority preparing for jobs as welder (all types), automobile mechanic, automobile body-repairman, household appliance serviceman, electronics mechanic, machinist, or carpenter. The proportion being trained for semiprofessional occupations declined slightly to 6 percent by the beginning of this year. Courses for draftsman (all types), programer (data processing), licensed practical nurse, and forester aide contained the largest number of veterans training for semiprofessional jobs. About 6 percent of the men trainees were enrolled in such agricultural occupational courses as gardener/groundskeeper, general farmer, farm machinery operator, general farmhand, and nurseryman.

The remaining third of veterans were enrolled in training for semiskilled, service, or clerical and sales jobs. Courses for metalworking machine operator and automobile service station attendant/mechanic accounted for most of the 23 percent being trained in semiskilled occupations. The share (8 percent) of veterans preparing for jobs in service occupations was a little higher at the start of 1966 than at the beginning of 1965, in response to the President's request for more trained workers in the service field. Largest veteran enrollments were in courses for cook (all types), nurse aide/orderly, and janitor. About 4 percent were in training in clerical and sales occupations, such as salesperson, typist and clerk-typist, salesman (outside), and duplicating machine operator.

On the basis of preliminary information, 12 percent of the veteran trainees had earned less than $1.25 per hour before training; only 5 percent after. Some 59 percent had hourly earnings of $1.25 to $2.49 prior to training; however, 64 percent were reported in this bracket

Training Veterans Under the MDTA

J. WILLIAM BELANGER

in postgraduation jobs. Before entering MDTA training, 29 percent of the veterans had earned $2.50 or more per hour in their last regular job; the proportion of veterans in this income group after training remained almost unchanged at 30 percent. The share of employed veteran trainees earning $1.25 per hour or more climbed from 88 percent prior to enrollment to 94 percent in posttraining employment; among all male trainees, this income group advanced from 76 to 89 percent.

Forty-eight percent of all veterans in the MDTA institutional program were being trained in eight States. Pennsylvania, with 4,600, continued to have the largest number of veteran trainees, and California rose to rank second with 2,600. Six States—New York, Illinois, Massachusetts, Michigan, Ohio, and Kentucky, in that order—each reported between 1,200 and 2,500 veterans had been enrolled in MDTA training courses by the beginning of 1966.

Seven States—Louisiana, South Dakota, Utah, Texas, Montana, New Mexico, and Georgia—had enrolled from 70 to 89 percent of their veteran trainees for courses in skilled occupations. In North Carolina, Connecticut, and New Hampshire, from half to two-thirds of the veterans were receiving training to fill local requirements for semiskilled workers, while courses leading to jobs in service occupations accounted for 47 percent of the veterans receiving MDTA training in the District of Columbia, and about three-fifths in Hawaii.

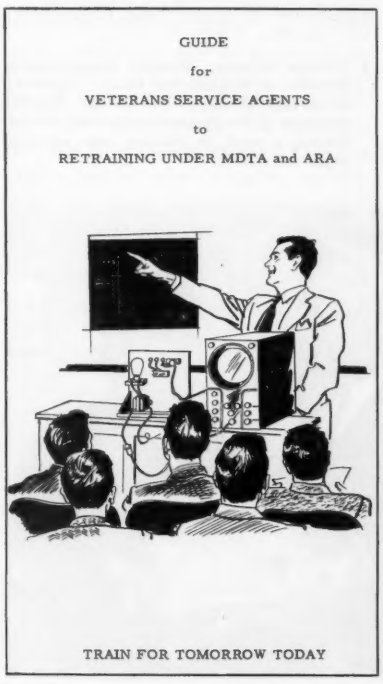
An ex-GI who needs a new job skill to get back to work has an excellent chance of reaching his goal if he lives in Massachusetts. Massachusetts ranks third in the Nation in the number of veterans participating in government-sponsored job training, although the State is 10th in veteran population.

How did Massachusetts achieve this success? What significance does it have? Is the State using techniques in its manpower program which other States could use? These were some of the questions posed recently after Edward L. Omohundro, Chief of the Veterans Employment Service, congratulated Massachusetts for its record of 32 percent veteran participation in job training compared with the national average of 25 percent.

Bay State success in training more than 2,200 veterans in new job skills is due principally to a training plan consisting of eight basic steps; this was developed by the Division of Employment Security following discussions with State veterans officials which indicated a definite training need by ex-GI's.

1. Development of a special plan to publicize veteran training and recruit veterans for job training.

2. Meetings with officials of the Department of Veterans' Service and the Veterans Employment Represent-



J. William Belanger is Director, Massachusetts Division of Employment Security.

ative to discuss the training program and methods for getting veterans into training.

3. Appointment of a liaison man to work with State Department of Veterans' Services.

4. Development of a plan whereby our local employment service offices could work closely with local veteran service agents.

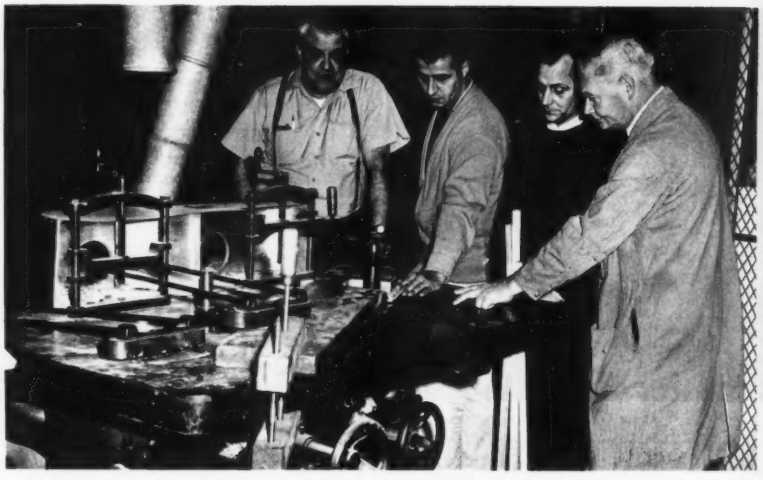
5. Arrangements for distribution to Department of Veterans' Services and all veteran service agents of lists of all manpower training courses, together with location and time at which they would be given.

6. Publication of a "Guide for Veterans Service Agents to Retraining under MDTA."

7. Development of a retraining status report to aid in referral of veterans to training.

8. Arrangements for regular meetings and consultations with veteran and education officials at both local and State levels to check and evaluate progress.

A large part of our success was due to the firm base on which our MDTA program had been established from the beginning. Our training program was described by Secretary of Labor Wirtz at the 1963 Governors' Conference in Florida as one of the best in the Nation. Another asset was our outstanding vocational training school system which offers a wide variety of courses.



In a Boston training class, veterans join other trainees in acquiring the occupational skills and knowledge required in a highly competitive society.

Another major advantage in launching veteran training under MDTA was the structure of our veteran service organizations. Three veteran service organizations were combined into a single Department of Veterans' Services in 1947, which has counterparts in all large Massachusetts communities and is a ready and efficient vehicle for communicating with veterans. Its experience in guiding, training, and assisting veteran service agents was most helpful when our program began operation.

The key need, however, was coordination. This was supplied principally by the Division of Employment Security liaison officer, whose sole job is to work with the Department of Veterans' Services. Regular planning and evaluation meetings held by the participating departments, and use of the GUIDE FOR VETERANS SERVICE AGENTS helped to assure the program's success.

The liaison man is an important figure because he supplies the oil which keeps our interagency machine working. He makes sure that there is a free flow of information about training activities among our Division, the Division of Vocational Education, and the State and local veteran service agencies. He also helps to expedite the referral of unemployed veterans to training. In addition, he is a problem solver, always on hand to unravel the knotty complications which inevitably arise when several agencies work together on a single program.

The GUIDE FOR VETERANS SERVICE AGENTS, provides basic information about training and covers a wide variety of topics: How to apply; subsistence and/or training allowances available; methods of selection and testing; and, most important, placement after training.

Probably the most valuable coordinating mechanism has been the regular meetings at all levels of the participating State agencies. Many of the participants had never worked together before, particularly at the local level. Establishing new relationships and developing solutions to new problems have taxed the imagination and resources of all.

The first pilot program for training veterans began under MDTA in Boston 2 years ago. In the inter-

(*Continued on page 53*)

J. William Belanger, Director, Massachusetts Division of Employment Security, received a special citation from Joseph Harold, Adjutant of the Massachusetts DAV, for the Division's work in training war veterans under the MDTA.

USES MAILBAG

Through the Eyes of a Vet

As the Veterans Employment Representative in the Miami Commercial Office, I have found that my own 25 years of varied military experience help me to appreciate the background of military retirees and the problems they face in looking for jobs in civilian life.

An important point for those of us working with military retirees to remember is that this may be their first job hunt in 20 years or more. Fear is a big obstacle—fear because of age and lack of a college degree. Of the high-ranking officers who come to our office, 90 percent have only 1 or 2 years of college, because World War II interrupted their education. But the training and experience acquired by the retirees during their years of military service are considerable. They have specific skills to offer employers as well as qualities of discipline and loyalty.

If employers are not aware of the kind of training received in military service, it is up to VER's to put the message across. For example, the employer should know that military pilots teach commercial pilots; that the military buys the best machinery and equipment, such as data processing, transportation, communications, and the like, and provides the training to go with them; and that thousands of inventions by servicemen are geared to a suggestion program that has resulted in the saving of millions of dollars.

While counseling may not be needed if the retiree is seeking work closely related to his military training and experience, his long absence from the civilian labor force may have resulted in the development of unrealistic attitudes or wage demands or may find him quite unfamiliar with employer requirements and how to apply for work. Certainly, if his training and experience are not readily related to civilian occupations, or if he wishes to seek work in another field, employment counseling can be invaluable.

In this area, the training and experience acquired by our retired veterans are recognized by schools and colleges more than by private employers. Colleges and Federal, State, county, and city governments usually are most receptive to retired military persons. Dr. George Mahallis, Director, Technical, Vocational, and Semi-Professional Division of Miami Dade Junior College, says, "Anytime an employer wants to know about the capabilities of the retired veteran, tell him to call us."

The editor welcomes letters from readers for this department. Comments on published articles, requests for additional information, inquiries about the program or operations of the Employment Service and evaluation of its accomplishments, or suggestions for future articles might be appropriate subjects. We hope that there will be a steady stream of letters to the editor.

We can help the retired veteran jobseeker through job development and through knowing the applicant we have to "sell," recognizing that he well may be one of our most capable referrals.

M. M. SPECTOR
Veterans Employment Representative
Miami Commercial Office
Florida Industrial Commission

TRAINING VETERANS

(*Continued from page 52*)

vening period much has been accomplished. Workers of the three agencies have gained in experience and know-how, but most of all, the unemployed veteran has been aided. It was at this first get-together that the communication lines were set up to get the training message to every veteran. These same procedures are in operation today throughout the State. As a result, there are few veterans in Massachusetts who do not know about manpower training.

Does the Massachusetts training success have any special significance? We believe it does. Today there are hundreds of thousands of young men under arms who will be returning to the civilian job market in the near future. They will be able to get training easily and quickly, because the way has been paved through veteran organizations and veteran service agencies already set up to help them into training schools and ultimately jobs. With occupational training undergoing continual expansion and the economy in need of trained young workers, veterans have an excellent chance to learn a marketable skill.

Other States which have not used our methods might profitably consider them. Our efforts have paid off chiefly in numbers of veterans trained, but also in recognition which has come to our agency. Recently, the Division was given a special citation by Joseph Harold, Adjutant of the Massachusetts Department, Disabled American Veterans, in recognition of our successful veterans' training program.

YOC's

Since the beginning of 1965, 132 Youth Opportunity Centers have been opened in large metropolitan areas in all 50 States and Puerto Rico. By the close of fiscal 1966, YOC's will be operating in some 175 locations with at least one in each of the 139 Standard Statistical Areas.

Because of the added responsibilities under the "Cold War GI Bill," each YOC will have a Veterans Employment Representative on its staff.

From the time the first reports of youth using the centers were received in February 1965, through January 1966, the YOC's had a cumulative total of 486,000 new applicants. Of these, some 165,200 were given initial counseling interviews and 115,500 placements were made.

In January 1966, the most recent month for which data are available, 65,000 new applications were filed—about 10,000 more than in December. Initial counseling was given to 31,700, and 16,100 placements, mainly in nonfarm jobs, were made. Some 70 percent of the 65,000 new applicants were unemployed and 59 percent had not finished high school.

During the month, also, the YOC's referred 5,400 youth to the Neighborhood Youth Corps, 3,400 to training under the Manpower Development and Training Act, and 1,100 to the Job Corps.

School-Work Program

An outstanding example of cooperation in providing jobs which enable young people to continue their schooling was demonstrated on January 7, 1966, when the Stroudsburg local office of the Pennsylvania State Employment Service received a job order for 52 disadvantaged youth between the ages of 16 and 21 to work as helpers at the vast Army Depot in Tobyhanna, Pa. The Depot is located midway between Stroudsburg and Scranton and is within an hour's driving distance from the Scranton—Wilkes-Barre job market areas. The job order was distributed by the district manager, who assigned quotas to each office.

Specific instructions were given to make selection and referral on the following conditions: Applicants must meet the stipulated means test to qualify as disadvantaged; must be enrolled in a secondary school or college; must need a job to remain in school; and must not have a member of their immediate families on the Federal payroll. They also must maintain acceptable scholastic ratings while employed at the Depot.

The local offices in the area gave immediate attention to the job order, for it was a splendid opportunity to provide jobs for young people who needed the money to stay in school. The recruitment efforts consisted of contacting school principals, members of antipoverty committees, social agencies, and the like, and the searching of local office files to find applicants who met the job order specifications.

The first group of referrals began work on Saturday, January 15, and the remainder started on Saturday, January 22. The program permits employment of these young people for a total of 16 hours a week at $1.25 an hour. Employment at the Depot is after school and on Saturdays and Sundays. The applicants hired by the Depot were assigned to jobs as helpers in the Maintenance and Supply Divisions, which includes the repair and installation of electronic equipment, and also packaging, crating, and shipping material mainly for use in the conflict now going on in southeast Asia.

Of the original 52 youth hired, 50 are currently employed. The other two had to leave because of transportation difficulties. Their jobs have in no way interfered with their high school or college work, and actually have been responsible for better organization of study time so that their school work has shown improvement.

This opportunity offered these youth cannot be measured in dollars alone. The experience gained is certain to have a direct bearing on the lives and careers of the young persons involved. Even at this early date, many of these youth working at the Depot have indicated a strong desire to continue their education so that they will be equipped to advance in these fields of work.

Col. E. H. Holland, Commanding Officer of Tobyhanna Army Depot, has cited the program as a positive effort on the part of young people to help both themselves and their country at this particular time.

Advisory Committee

Here is an unusual story of how a Youth Advisory Committee was formed, as told by the manager of the Hartford Youth Opportunity Center:

"The manager of the Hartford YOC decided to have a party for 'hard-core' youth in his area as an inducement to have more youth seek the services of the center. Many arrangements had been made, and another agency was to help cosponsor the party. The hall had been pledged, as had soft drinks, food, orchestra, etc., at no cost. Then just 2 weeks before the party, a problem arose when the manager learned from a city official that youth from the

north, south, east, and west of Hartford did not get along. The party could easily be inviting a 'rumble.' With time running short, and after many sleepless nights looking for an answer to the problem, the manager decided to seek the answer from the 'hard-core' youth themselves.

"He asked the counselors for the 'toughest' youngsters with whom they were working and called a meeting of the group. The enthusiastic response to the call was a pleasant surprise.

"This started the first youth advisory committee of the Hartford YOC. The problem was presented to the youth and they were left alone with the choice of helping the manager with the problem or leaving the center. Five hours later, they came to the manager's office with the answer. They had several ideas, all of which were adopted, and the party was a huge success. Part of the plan called for the group to persuade the leaders from all Hartford sections to declare a truce before the party started. The leaders now became known to the manager and have been helpful many times since. However, a greater reward came from this incident. The manager decided to call the group together again to form an advisory committee. He explained that he would seek and listen to their advice, but did not promise that he would always take it.

"It turned out that these sessions were developing into a group counseling situation, of benefit to both the group and the manager. This was the beginning of another movement. The manager helped the group to set up a committee, with equal distribution from all sections of the city, and equal also in race and sex. A chairman and other officers were voted on, and the committee became official. Although the manager was made advisor, the group also became his advisor.

"This group became the voice of youth in the community. Their proposals and ideas were put in writing and presented to various organizations or to the city council, as the occasion demanded, through the manager. Although they could not vote on issues, their voice was now heard. The committee grew rapidly until branches were set up in each section of town, all reporting to the main committee at the YOC.

"The manager was rewarded many times by this effort. The group gave him the pulse of the community, the youngsters' ideas on his operation and its strengths and weaknesses, where and how to direct publicity, and how to do more and better outreach. The members themselves brought in many youth. They began to see the YOC as their club or organization and fought for and sold the YOC to Hartford youth.

"The current problem is that most of the central committee now have been placed in jobs and it is hard to get a quorum together, day or night, for a meeting."

YOC Art Group

When it was learned that a large number of school dropouts in Beckley, W. Va., were interested in art, the Supervisory Counselor of the Youth Opportunity Center asked that a representative from the Beckley Art Group be sent to the center to talk with these young people. As a result of this meeting, a volunteer instructor organized a class that meets every Thursday from 4 to 6 p.m. at the YOC.

The instructor started the group in charcoal drawing and, after a few weeks, moved into pastel colors. Articles in the center often serve as models for the students. Their work is good and gives them a hobby of great satisfaction. It is planned that the course will last for 12 weeks, after which a certificate will be awarded. Since money was needed to buy art

SUMMER JOBS FOR YOUTH
HELP THE NATION'S YOUNG PEOPLE HELP THEMSELVES
HIRE THEM FOR SUMMER JOBS
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materials, the local Loyal Order of Moose was approached and now is furnishing funds for this purpose.

The YOC staff say that this sort of activity brings the young people into the center and keeps them in touch with the staff until they can be helped by a vocational program. It also allows them a means of expression, develops their social sense and influences the way they act and talk. The staff believe it may reveal high aptitudes for drafting and mechanical art. One of the girls from the group has been placed with the Federal Government and it is believed that this class helped her qualify for the job. Another student is now taking mechanical drawing at a local school.

Job Corps Screeners

Early this year, 24 members of the Washington State Employment Service who are responsible for screening Job Corps applicants in the area visited the Cispus Job Corps Conservation Center near Randle, Wash. The purpose was to get first-hand knowledge of the life and activities in a Conservation Center. They were shown some of the work projects, how work and education are integrated into these projects, and how records are kept of each corpsman's progress. They toured a dormitory, visited the automotive-carpenter shop and the education building. They also had the opportunity to meet with 25 newly arrived enrollees and attend the introductory phase of their orientation program. The tour closed with a question-and-answer session with Center staff and corpsmen.

Most of the screeners had never seen a Conservation Center before and could give Job Corps candidates only such information as was available in handbooks and brochures. One screener wrote to the Center after the visit, "For the first time, we are now in a position to talk in positive terms to prospective corpsmen and their parents about what they can anticipate in a Conservation Center." He added that the group was impressed with the rapport between staff and corpsmen and with the attitude and motivation of the corpsmen toward making the most of the educational and vocational advantages of the Job Corps experience.

The screeners felt that the information and knowledge gained from the visit would enable them to perform more meaningful interviews by being able to explain to Job Corps candidates the actual conditions of Center life.

Rejectees

The Employment Service in Indiana has made a study of its Selective Service rehabilitant activity during the 12 months ending February 25, 1966. The study was based on data available for 1,657 Indiana youth who had registered with Selective Service offices but failed to pass qualification tests at Armed Forces Examining Stations.

Of the youth studied, 1,345 had volunteered for initial interviews with ES representatives at the examining stations. After this interview, the young men were referred to their local ES offices for further services if wanted or needed.

The survey revealed that 69 percent of the group were employed. Some wanted help in finding more suitable work, and still others wanted training to qualify for more desirable jobs. About 28 percent were unemployed; some were not in the labor force, and a few were still in school.

Their educational levels were interesting. Nearly 4 percent had gone beyond the 12th grade and over 19 percent had completed it. Almost 76 percent had not finished high school but had at least a fifth grade education. Slightly less than 1 percent had never reached the fifth grade.

To help the rehabilitants recognize their problems and make suitable plans, 350 counseling interviews were given, some of which were "depth interviews." Aptitude testing was not encouraged because of the unfavorable results of the Armed Forces Qualification Tests. However, a very few were given the nonreading intelligence test, and about 2 percent the GENERAL APTITUDE TEST BATTERY. The test results were interpreted in terms of probable learning ability and occupational aptitude for referral to training or employment.

Because ES responsibilities now include preparation for employment and development of employability, nearly 3 percent of the group were referred to other agencies for medical, remedial, rehabilitation, welfare, and other services. This did not terminate ES activity, for job placement was the goal, and the rehabilitants were encouraged to return to the local offices for job help unless they became employed.

Charles Higgs, Youth Advisor, Indianapolis YOC, interviews a youth who has just been told he did not pass the Armed Forces qualification test.

During the year studied, 52 rehabilitants were enrolled in training in the first 7 months, and an additional 32 in the other 5 months. The training included Neighborhood Youth Corps, Job Corps, and Manpower Development and Training Act programs. The MDTA programs were developed to provide basic education prior to vocational training.

Of the rehabilitants unemployed at the time of initial interview, 60 percent were placed in jobs—236 placements of young men who had been labeled the "hard-core unemployed of tomorrow."

Out-of-Area Manpower Search at March High

Heightened manpower shortages continued to accompany the Nation's economic expansion in the spring of 1966. Interarea recruitment through the Federal-State employment service network—an indicator of the nature and trends of local shortages in specific occupations—was at the highest March level in the 15 years that these data have been available. In March, total interarea recruitment openings rose well above year-earlier levels for the 16th consecutive month. Openings neared 47,000, an increase of 85 percent from the same month of 1965.

Every major occupational group shared in the sharp over-the-year increase in interarea recruitment. The greatest part of the out-of-area search was for craftsmen for expanding durables production. Of the 21,000 openings added since March 1965, half were for skilled workers. Skilled worker openings listed exceeded the number of those for professionals, as they have since the fall of 1965, a pattern which also occurred during the Korean conflict. Thereafter, the number of locally hard-to-fill openings for professional personnel was consistently much larger than for any other group of occupations—often two or three times greater than for skilled workers.

While many diverse industries throughout the Nation were involved in the heightened search for scarce manpower, a marked need was concentrated in a few major durable goods producing industries. Aircraft, missiles and space vehicles, shipbuilding and repair, and heavy machinery were most widely represented in interarea recruitment.

Increased Recruitment for Technical Manpower

Hard-to-fill openings for professional workers this spring continued mainly as production-oriented as distinct from openings in health, education, and welfare. More engineers, draftsmen, and technicians were being recruited to meet stepped-up output goals. Their talents were needed not only in the actual production of an increased volume of goods with existing facilities, but also in the engineering and design of new and improved industrial facilities for expanding plant capacity and increasing productivity. Apparently a wide variety of industries were responding to rising demand for their products by investing heavily in new plant and equipment to introduce improved production methods.

During the first quarter of 1966, interarea recruitment for professional nurses reached a 15-year high.

Openings for engineers led the list of technical occupations. Nearly double last year's, the 4,600 openings in March 1966, were the highest in over 3 years. The previous high in interarea recruitment for engineers was reached during the aerospace and missiles buildup in mid-1962, when some 6,500 openings were listed.

While openings in all major engineering specialties rose, both in recent months and over the year, largest increases in demand were in the major specialties—mechanical, electrical, and industrial engineers.

All States except Hawaii, Montana, Tennessee, and Wyoming listed openings for engineers. However, there was a marked concentration of locally unmet needs in the large industrial centers of a relatively few States. With 1,000 in March 1966, California had by far the greatest number of engineering openings, triple those of a year earlier. The District of Columbia, Florida, New York, Ohio, Pennsylvania and Washington, also had large-scale requirements.

Among the largest orders for mechanical and aeronautical engineers were those in Los Angeles, San Jose, and Seattle for the aerospace industry. In the manufacture of space vehicles, openings included many for specialists in spacecraft system design. Employers required particular ex-

Inventory of Nonagricultural Job Openings in Interarea Recruitment, by State and Occupational Groups [1], March 1966

State	Total	Professional and managerial	Clerical and sales	Service	Skilled	Semiskilled
United States	46, 838	16, 663	3, 397	2, 842	17, 379	5, 337
Ala	543	319	3	1	218	2
Alaska	48	32	2	5	9	0
Ariz	423	244	8	69	77	25
Ark	119	50	3	1	43	22
Calif	6, 304	2, 429	30	96	3, 051	693
Colo	240	188	2	6	32	11
Conn	2, 890	297	13	197	1, 804	567
Del	217	162	2	37	16	0
D.C	1, 701	1, 028	510	129	29	5
Fla	889	552	53	69	204	11
Ga	553	290	2	5	196	60
Hawaii	243	2	0	1	232	8
Idaho	85	48	1	1	33	2
Ill	4, 292	927	695	329	1, 309	901
Ind	1, 198	299	10	39	394	214
Iowa	830	243	78	22	348	54
Kans	610	263	1	0	258	88
Ky	155	46	73	1	33	2
La	261	119	1	3	135	3
Maine	410	11	9	39	132	216
Md	365	105	25	37	162	27
Mass	1, 223	317	189	66	420	156
Mich	912	335	43	55	212	17
Minn	1, 283	292	461	64	381	78
Miss	417	61	6	16	326	5
Mo	1, 170	390	241	216	241	81
Mont	64	9	5	5	16	4
Nebr	138	51	18	6	29	19
Nev	113	75	11	6	3	6
N.H	492	58	5	25	189	139
N.J	1, 063	452	8	111	281	211
N. Mex	136	73	0	1	58	4
N.Y	2, 652	1, 844	8	529	145	126
N.C	719	358	62	43	198	58
N. Dak	76	29	6	13	25	2
Ohio	2, 077	1, 204	55	61	647	110
Okla	215	103	8	17	73	10
Oreg	133	80	5	1	45	2
Pa	1, 510	783	62	58	516	89
R.I	562	43	18	21	326	130
S.C	88	6	0	1	81	0
S. Dak	87	21	16	6	20	1
Tenn	100	12	1	5	81	1
Tex	540	218	16	181	94	31
Utah	129	100	1	6	22	0
Vt	279	64	19	37	78	59
Va	1, 050	209	343	70	307	71
Wash	6, 086	1, 389	221	27	3, 520	879
W. Va	211	15	1	0	80	115
Wis	902	403	37	103	246	21
Wyo	35	15	10	5	4	1

[1] Job openings for unskilled workers totaled 1,220 and were distributed as follows: California 5, Colorado 1, Connecticut 12, Illinois 131, Indiana 242, Iowa 85, Maine 3, Maryland 9, Massachusetts 75, Michigan 250, Minnesota 7, Mississippi 3, Missouri 1, Montana 25, Nebraska 15, Nevada 12, New Hampshire 76, North Dakota 1, Oklahoma 4, Pennsylvania 2, Rhode Island 24, South Dakota 23, Vermont 22, Virginia 50, Washington 50, Wisconsin 92.

perience in such fields as launch base operations and manned spacecraft integration. Large numbers of openings were available also in the production of commercial jet liners and military aircraft, including research specialists with experience in the analytical treatment of stability and the control of helicopters and other vertical takeoff and landing vehicles.

For electrical engineers, much of the demand was also concentrated in the Nation's aerospace centers. Winter Park and Cocoa Beach, Fla., offered entry positions in research, design, and manufacture of missile and electronics systems. In addition to many electrical engineering openings in Los Angeles and San Jose in the manufacture of electrical machinery and missiles, the naval shipyard in Vallejo (Calif.) continued to seek electronic engineers to work on the design, construction, conversion, and overhaul of nuclear powered submarines, aircraft carriers, and other naval surface ships.

Accompanying the sharp upturn in demand for engineers was a noticeable rise in locally hard-to-fill demand for supporting personnel—draftsmen and engineering technicians. Interarea recruitment of draftsmen topped the 1,000 mark for the first time in more than 8 years in December 1965. During the first quarter of 1966, more than 600 additional hard-to-fill openings developed. Demand was greatest for electrical, detailer, mechanical, and tool design draftsmen. Among the areas with the largest numbers of openings for draftsmen were Milwaukee, San Jose, Cincinnati, Vallejo, and Seattle.

In recent months, it has been evident that a large number of the additional draftsmen were being sought for assignments related to industrial construction-oriented activities—from the erection of physical plant to the installation of machinery and equipment.

Skilled Openings Highest Since Korea

With expanding durables production, locally hard-to-fill needs for production workers have steadily mounted. The 17,400 openings for skilled workers in March 1966, were the most since the Korean conflict. Semiskilled and unskilled openings were also much greater than a year earlier.

Among skilled workers, by far the greatest need continued to be for metalworkers. Most prominent were requirements for machinists. This classification accounted for more than a third of the 8,600 openings for skilled metalworkers. Major needs for machinists were geographically widespread and industrially diverse. Included were openings in Federal installations in San Francisco, in the manufacture of aircraft in Seattle, in shipbuilding and repair in New London, and in the manufacture of machine tools in Hartford.

The other most widely sought skilled metalworkers were tool and die makers, lathe and milling machine operators, sheet metalworkers, shipfitters, and welders. Needs in each of these specialties rose markedly, with total metalworker openings more than doubling over the year.

In addition, many fairly specialized opportunities, tied

Nonagricultural Job Openings on State Interarea Recruitment Inventories by Selected Occupational Fields March 1966, December 1965, March 1965

Occupation	Number of openings			Percent change from:	
	March 1966	December 1965	March 1965	December 1965	March 1965
Total	46,838	36,779	25,352	+27.3	+84.8
Professional and managerial	16,663	11,461	12,889	+45.4	+29.3
Engineers, Total	4,639	3,823	2,560	+21.3	+81.2
Electrical	1,038	967	570	+7.3	+82.1
Mechanical	1,581	1,196	748	+32.2	+111.4
Social and welfare workers	1,626	637	1,567	+155.2	+3.8
Trained nurses	1,765	1,015	956	+73.9	+84.6
Draftsmen	1,662	1,040	755	+59.8	+120.1
Healers and medical service occupations, n.e.c	664	467	530	+42.2	+25.3
Technicians, engineering and physical sciences	879	513	523	+71.3	+68.1
Clerical and sales	3,397	2,026	1,785	+67.7	+90.3
Stenographers and typists	1,416	899	816	+57.5	+73.5
Service	2,842	1,723	1,601	+64.9	+77.5
Attendants, hospital and other institutions, n.e.c	785	273	516	+187.5	+52.1
Skilled	17,379	13,959	7,151	+24.5	+143.0
Metalworkers	8,632	6,021	3,833	+43.4	+125.2
Machinists	3,033	1,613	1,155	+88.0	+162.6
Toolmakers, die sinkers and setters	973	624	434	+55.9	+124.2
Machine shop and related occupations, n.e.c	1,388	1,315	581	+5.6	+138.9
Tinsmiths, coppersmith and sheetmetal workers	641	589	254	+8.8	+152.4
Structural and ornamental metalworkers	673	576	376	+16.8	+79.0
Welders and flame cutters	1,395	1,019	671	+36.9	+107.9
Electricians	974	612	307	+59.2	+217.3
Occupations in building aircraft, n.e.c	419	266	36	+57.5	(1)
Pattern and model makers, except paper	1,624	1,421	111	+14.3	(1)
Plumbers, gasfitters and steamfitters	1,023	738	393	+38.6	+160.3
Mechanics and repairmen	2,119	1,930	1,284	+9.8	+65.0
Semiskilled	5,337	5,575	1,628	−4.3	+227.8
Textile workers	806	779	552	+3.5	+46.0
Metalworkers	2,089	1,997	541	+4.6	+286.1
Machine shop and related occupations, n.e.c	1,455	1,442	313	+0.9	+364.8
Occupations in building aircraft, n.e.c	903	738	59	+22.4	(1)
Unskilled	1,220	2,035	298	−40.0	+309.4

[1] Too few to report a percentage change.
n.e.c.—Not elsewhere classified.

Source: U.S. Employment Service and affiliated State Employment Services.

largely to the particular needs of expanding aircraft and shipbuilding activities, were also being extended into the out-of-area search for qualified craftsmen. Needs for the ship and boat building and repair industry constituted about half of the 2,000 hard-to-fill openings for electricians and pipefitters in March 1966. Most of these openings were in Seattle, New London, Vallejo, and San Francisco-Oakland.

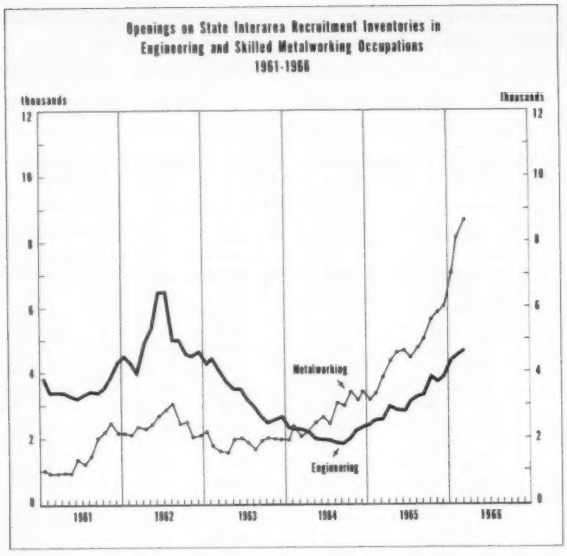
In the aircraft industry, the extent of current difficulty in filling specialized jobs locally was illustrated by the high level of openings for aircraft assemblymen, fabricators of aircraft manufacturing tools, plaster pattern casters, and form builders. Over 2,000 openings in these occupations were available this March, primarily in Seattle and Los Angeles-Long Beach. A year earlier, only 150 locally hard-to-fill openings were listed in these occupations.

As difficulty in recruiting skilled workers heightened, interarea recruitment for semiskilled workers also rose, particularly for metalworkers—mainly general machine shop operators—and subassembly installers for aircraft manufacture.

Spreading stringencies of unskilled labor were also reflected in interarea recruitment. Normally, the number of unskilled workers sought in this system is below 100. Beginning late 1964, openings for unskilled laborers began to increase. During each of the past 6 months, the number being sought has exceeded 1,000. It appeared that employers in some local areas were maintaining rigid hiring specifications in entry-level jobs despite generally tightening job markets.

Professional Nurse Openings at Record High

Expansions in locally hard-to-fill needs were not limited to production-oriented requirements. Long-standing



stringencies for health service and social and welfare workers intensified markedly also. Openings rose most for professional nurses and hospital attendants—mainly orderlies. Seasonal needs were responsible for increased group worker requirements, while many case workers were sought for assignments as psychiatric social workers.

With a 75-percent rise in openings during the first quarter of 1966, interarea recruitment for professional nurses reached a record for the 15-year history of this series. The 1,800 openings for State and private institutions were located in 43 States.

Evidence of difficulty in filling jobs for stenographers, typists, and general office clerks was also reflected by openings in interarea recruitment in March. Among major needs added in recent months were hundreds of openings for general clerks in Federal facilities in Richmond, Va. Large numbers of newly listed openings for stenographers and clerk-typists included those for aircraft manufacturing firms in Seattle and for various industries in Chicago and Minneapolis-St. Paul. Longstanding orders for Federal facilities in the Washington, D.C. area continued unchanged.

California Leads in Placements

Interarea recruitment resulted in 39,000 placements in nonagricultural jobs in the December 1965–February 1966 period, an increase of 7,000 over the same period 12 months earlier, but a decline of 14,000 from the previous 3 months.

California, with 13,200 placements, accounted for a third and together with New York (3,800) and Maryland (2,800) accounted for over half of all interarea placements. Other States with over 1,000 placements were Texas (2,500), Michigan (2,200), Pennsylvania (1,900), Illinois (1,900), and Ohio (1,400).

INSURANCE

(*Continued from page 33*)

and not every insurance company will want to write the Farm Labor Contractor Liability Endorsement. It is important to note a difference between the automobile policy and the accident policy. The liability endorsement was prepared with the cooperation of the casualty insurance industry and will be sold by any casualty company desiring to sell it, or its sale may be required through an assigned risk plan. The accident policy was developed by individual insurance companies which, it is assumed, would not have taken the trouble to prepare a policy if they were not willing to sell it.

Accident policies are not available through assigned risk plans. A farm labor contractor who buys an accident policy may also be able to buy the liability endorsement from the same agent or broker. Also, there may be agents or brokers willing to sell the liability endorsement alone. However, most farm labor contractors who want only the liability endorsement may find that they must use the assigned risk plan. Since most assigned risk plans do not sell directly to the public, a farm labor contractor will need to find an agent or broker willing to market this type of insurance. Insurance purchased through an assigned risk plan may be more expensive. For this and other reasons, a farm labor contractor should always first try to get his insurance through the voluntary market. The contractor must also consider carefully the relative merits of the different insurance policies and the protection each affords. Cost alone should not be the deciding factor, although it may be paramount in the thoughts of most applicants for a certificate of registration.

In summary, the applicant for a Farm Labor Contractor Certificate of Registration now has three alternatives in meeting the requirements of section 5(a)(2) of the act. He can purchase the basic automobile liability insurance with a Farm Labor Contractor Liability Endorsement which covers the passengers. This alone is sufficient to meet the requirements of the act. The Regional Administrator has only to make certain that the Farm Labor Contractor Automobile Liability Certificate of Insurance accompanies the application. His second alternative is to purchase the basic automobile liability insurance with the passenger hazard excluded, plus an accident policy. Again, he submits along with his other documents the Farm Labor Contractor Automobile Liability Certificate of Insurance, and the Farm Labor Contractor Standard Accident Policy Certificate of Insurance. His third alternative, which is less likely to be used, is the purchase of a surety bond which assures payment of any liability up to $50,000 of damages to persons or property arising out of an accident involving the farm labor contractor and his vehicle. Here, the necessity for collateral makes this a highly impractical and rarely used alternative.

Nonfarm Placements Reach March High

A post-World War II record for March was set in nonfarm placements by local offices of the public Employment Service. Totaling 547,500, nonfarm placements increased a greater-than-seasonal 19.5 percent over February and 11.5 percent over March 1965. Placements of youth continued to gain also, rising 13.5 percent from last March to 128,500. The tight labor supply apparent during all of 1965 has continued into this year, with job openings received in March also at a postwar record for the month and job openings remaining unfilled at the end of March at the highest level for any month since September 1947.

Forty-five States reported over-the-year gains, with the largest numerical increases in California (7,900, or 16.2 percent) and Texas (4,300, or 10.6 percent). However, two of the larger States had over-the-year declines. Florida reported a 1,100, or 5.0 percent, over-the-year decline, largely in service occupations in trade and nonhousehold service industries. Wisconsin, with a small placement decline, reported that, while openings received topped last year's, qualified workers could not be found, so that it had a high ratio of unfilled to available openings.

Placements by Occupation and Industry

In all occupational categories except "skilled" and in all industry groups, over-the-year placement increases were recorded. As for many months past, the unskilled category led in occupational advances with 169,100 placements, a 21.9-percent rise from last March. Professional placements also scored a large over-the-year gain—up 17.7 percent to a 25,800 March total. The decline from a year ago (1.7 percent) in placements in skilled occupations was widely distributed, with some States reporting a lack of qualified applicants to fill the available job openings for skilled workers. Among industry divisions, the largest over-the-year gains were in government—up 44.1 percent to a March total of 18,700—and in the durable goods sector of manufacturing, which increased 26.7 percent to 76,200 in March. Manufacturing advances were paced by the continued high production in machinery, fabricated metals, and automobile industries.

In the 56 largest Standard Metropolitan Statistical Areas, nonfarm placements in March totaled 278,900, up 16.3 percent from the preceding month and 10.3 percent from a year earlier, both somewhat smaller increases than those nationally. The largest over-the-year increase among occupations was in the professional group—23.2 percent, compared with the national gain of 17.7 percent. The increase in placement in the semiskilled group—5.3 percent—was much less than nationally. Changes

Nonfarm Placements in the United States [1] and in 56 Largest Metropolitan Areas by Occupation and Industry, March 1966

Occupation and industry	Placements				Percent distribution	
	United States		56 areas			
	Total	Percent change from year ago	Total	Percent change from year ago	Total United States	56 areas
Total [2]	547,500	+11.5	278,900	+10.3	100.0	100.0
Occupation:						
Professional and managerial	25,800	+17.7	20,500	+23.2	4.7	7.3
Clerical and sales	76,000	+8.1	39,300	+6.2	13.9	14.1
Service	166,500	+4.2	93,100	+4.6	30.4	33.4
Skilled	25,700	−1.7	12,600	0	4.7	4.5
Semiskilled	84,300	+13.8	35,200	+5.3	15.4	12.6
Unskilled and other	169,100	+21.9	78,300	+21.8	30.9	28.1
Industry:						
Construction	35,500	+16.5	11,600	+12.3	6.5	4.2
Manufacturing	142,000	+19.4	66,700	+16.0	25.9	23.9
Durable goods	76,200	+26.7	37,300	+25.2	13.9	13.4
Nondurable goods	65,700	+12.0	29,400	+6.1	12.0	10.5
Transportation and other public utilities	19,100	+14.8	8,300	+18.1	3.5	3.0
Trade	122,100	+11.2	60,000	+10.9	22.3	21.5
Services	197,500	+4.0	117,500	+4.2	36.1	42.1
Nonhousehold	91,300	+4.7	57,500	+5.9	16.7	20.6
Household	106,200	+3.5	60,000	+2.5	19.4	21.5
Government	18,700	+44.1	8,700	+64.9	3.4	3.1
Other	12,600	+1.4	6,100	+3.1	2.3	2.2

[1] Includes Puerto Rico, Guam, and the Virgin Islands.
[2] Items may not add to total due to rounding.

Source: U.S. Employment Service, based on data from affiliated State Employment Services.

in the other occupations did not vary significantly from the national pattern. Among industry divisions, the relatively small government group scored the largest percentage gain from a year ago—64.9 percent. Durable manufactures also recorded a sizable gain of 25.4 percent over last year, somewhat smaller than the national increase in this sector of the industry.

Tight Job Market Continues

The available labor supply in March, as during all of last year, was below that of the year before. New job applicants, at 850,300, were down 4.9 percent to their lowest for the month in 6 years. On the demand side, job openings received increased 20.2 percent from a year earlier to 803,500, the highest for March since records were first available in 1945. Job openings remaining unfilled at the end of March totaled 407,100, 58.7 percent above that last year and the most for any month since September 1947.

Factory turnover rates (adjusted for seasonality) also reflect the tight job market situation. New hires were 42 per thousand employed workers, up from 33 per thousand a year earlier, and the highest March rate since 1953. Quits were also highest for March since 1953—rising from 18 to 27 per thousand employed over the year—while layoffs at 10 per thousand, the lowest for the month since 1953, were down from the 14-per-thousand rate the year before. Nonetheless, the proportion of new hires in manufacturing accounted for by Employment Service placements has shown a steady decline from a year ago for many months, some States reporting that many openings in manufacturing cannot be filled for lack of qualified applicants.

The tight job market was most apparent in the 56 major SMSA's. The over-the-year rise in unfilled openings was 65.3 percent in the 56 major areas, compared with a 51.5-percent rise in the rest of the Nation. New job applications declined 7.6 percent from a year ago in the 56 areas and 2.1 percent in the balance of the Nation. Eleven of the 56 major areas reported March unfilled openings, more than double those of the previous year. Several of the major SMSA's also had relatively low ratios of unemployed to unfilled openings. Seattle, for example, had a low ratio in March of 133 unemployed per 100 unfilled openings. Three other SMSA's had ratios of unemployed to unfilled openings slightly in excess of only 2 to 1—Hartford 217, Rochester 208, and Washington 221 unemployed for each 100 unfilled openings.

Counseling and Testing

In March, 134,500 individuals were initially counseled, 0.9 percent fewer than last year. Total counseling interviews given, however, increased 5.4 percent from last year to 242,200. Reflecting their special needs, more than a fourth of the youth applicants received initial counseling in March, compared with 1 of 11 in the age 22 to 44 group and 1 of 12 in the age 45 and over group. Some 19,000 persons, or 1 of 7 of all initial counselees in March, were MDTA trainees.

In March, 235,100 aptitude and performance tests were administered to individuals, an increase of 5.2 percent over the month, and 5.7 percent over the year. Some 24,300 tests, or more than 1 of every 10, were given to MDTA trainees.

Farm Placements Continue Downward

Farm placements declined 3.6 percent from March 1965 to 106,900 in March 1966. The downtrend in farm placements reflects the decline in farm employment during the past years. Some 13,900 of the month's total represented placements among youth under age 22.

Veterans Account for Quarter of Placements of Men

In the past year, local Employment Service offices continued to fulfill their responsibilities to (*a*) provide veterans with a maximum of counseling and placement opportunities; (*b*) maintain a program for developing job opportunities for veterans, with special emphasis on those disabled; and (*c*) give priority in selection and referral to qualified veterans over nonveterans and to disabled veterans over other veterans.

Public employment offices made some 918,100 placements in nonfarm jobs among the 1.1 million veterans who filed new applications for work in the year ending March 31, 1966. These placements represented about 24 percent of all placements of men. Veterans, however, largely because of their better education and job training, accounted for 30 percent of all placements of men in professional and skilled occupations. Also, a larger proportion of nonfarm job referrals of veterans resulted in placements—54 percent—than of referrals of male nonveterans—48.5 percent.

Of the 1.1 million veterans who filed new job applications, some 93,800, or 9 percent, were given job counseling. Reflecting the special needs of disabled veterans, a much larger proportion—39,500, or 1 of every 3 such job applicants—were counseled.

Disabled veterans filed 118,200 new job applications, 34 percent of the applications filed by handicapped men, and accounted for 102,600 nonfarm placements, or 44 percent of placements among all handicapped males.

COOPERATIVE JOB DEVELOPMENT

(*Continued from page 27*)

N.J. Among those 110 patients who left their jobs in the 2 years, the average length of stay was approximately 34 days. Many of these patients went to other jobs.

The attitude of employers has been excellent. We find that employers are anxious to help rehabilitate these veterans and yet firm enough to demand that they be prepared for the job and able to perform their work as well as other employees. Although this hospital is in a rural area, personal contacts by prospective employees and work on their behalf through specific job development have paid real dividends in employment for veterans.

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Youth Opportunity Campaign

In 1965, faced with the alarming prospect of hundreds of thousands of young Americans—16 through 21—looking for work in the summer and not finding it, this Administration launched a Youth Opportunity Campaign.

In 1966, we are faced with that prospect again.

In 1966, 1,800,000 of our youth will look for work in the summer without finding it.

Some of these youngsters will be looking for temporary summer jobs. But getting those jobs may be the difference between being able to go back to school or not going back.

Almost a million of them will be trying to find their places in life, trying to become independent, self-sufficient.

If we fail them, it will mean that we are failing our future.

—It will mean that one out of every six white 16- through 21-year-olds looking for work won't find it.

—It will mean that one out of every five nonwhite youths looking for work will not find it.

—Finally, it will mean that we have allowed our youth who will represent 14.3 percent of our country's summer work force to become 50 percent of our summer unemployed.

In 1965, a concerted effort, particularly by private employers large and small, produced a million jobs for our young people. Our country again proved its ability to respond to a serious situation.

In 1966, we can, in my judgment, increase by at least a million the work and training opportunities this summer for our boys and girls—in a way that is good for them and good business for all of us.

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